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THIS WEEK'S FORUM: PAGE 20

THINKING

National education organizations, joining forces to improve the teaching of cognitive skills in American schools, will seek the collaboration of teachers, textbook publishers, curriculum planners, researchers, and the public.

See Page 4.

LINKING

New ways must be found to strengthen connections between home and school, both to reach higher levels of academic achievement and to meet changing demographic realities, experts asserted at a conference on parental involvement.

See Page 9.

SHRINKING

If the Congress passes the Gramm-Rudman-Hollings bill to eliminate the budget deficit by 1991, as Democratic leaders predict it will, funds for education programs—especially Chapter 1 and P.L. 94-142—could be sharply reduced.

See Page 10.

EDUCATION WEEK

American Education's Newspaper of Record

Volume V, Number 10 · November 6, 1985

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Many Religious-School Students Not Yet Receiving Chapter 1 Aid

By James Hertling

Washington—Tens of thousands of religious-school students have not yet received any Chapter 1 instruction this year because, say public- and religious-school officials, they have been unable to resolve the dilemma posed by the U. S. Supreme Court's decision in *Aguilar* v. *Felton*.

Federal law and Education Department guidelines require that public- and private-school students receive "equitable" Chapter 1 remedial instruction.

But the Justices held in *Felton*—which barred Chapter 1 teachers from religious-school classrooms—that the widely used on-site method of providing the services unconstitutionally linked church and state.

The *Felton* decision continues to cause upheaval and uncertainty not only in the Chapter 1 effort but in other education programs not directly addressed by the ruling, interviews and national surveys indicate.

Religious-school officials have expressed concern that because of the decision, states will move to end all federal aid—including special-education aid, Chapter 2 block grants, and bilingual-education aid—provided on the premises of their institutions.

Meanwhile, a federal judge in New Jersey has granted officials in that state a one-year delay in implementing the decision—the first such stay since New York City won a similar delay in September. Pennsylvania also intends to seek a year's delay, according to officials there.

According to Richard F. Duffy, representative for federal education assistance for the U. S. Catholic Conference, more than 100,000 religious-school students, concentrated in the nation's largest school districts, have not received any Chapter 1 instructional aid this fall.

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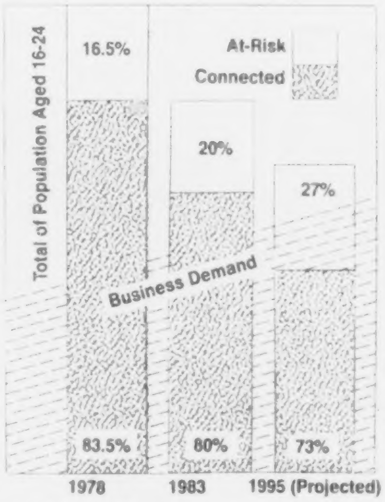
Business Needs and Youth: A Troubled Outlook



At-risk youths represent a growing share of a diminishing pool of young people, a new report warns. Story on page 5.

$30-Million Project Will Develop Tests For Next Century

E.T.S. Research Will Seek Better 'Diagnostic' Tools

By Lynn Olson

New York—The Educational Testing Service will devote $30 million over the next 15 years to the search for a "new generation" of technologically sophisticated tests that instruct as well as assess, E.T.S. officials announced here late last month.

The initiative, called "Project Jessica," will create testing and measurement instruments that are primarily computer-based and are more integrated with classroom instruction than current standardized tests, said Gregory R. Anrig, president of the organization.

The project is named for a 4-year-old girl whom Mr. Anrig declined to identify, saying only that she represents a generation of students who will live out most of their lives in the next century.

Announcement of the project came at the annual meeting of the E.T.S., where the program theme—"the redesign of testing for the 21st century"—was further underscored by predictions that advances in technology and the cognitive sciences would revolutionize the field within the next two decades.

Current tests are primarily "one-shot" assessments, said Mr. Anrig. They compare the performances of test takers on the basis of a single evaluation, and they provide information too late for it to actually aid in changing behavior.

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Investing in Teacher Tests: Issues for the States Are Complex

Officials Seek Right Choices Among Rival Firms' Wares

By Lynn Olson

As states move to test the skills of prospective teachers, their officials have become caught up in complex testing questions for which there appear to be no easy answers.

Whether they decide to rely on prepackaged national examinations or to create their own tests with outside help, the investment is a substantial one. But expert opinion is divided, not only on which type of test is best, but also on how a test should be constructed to measure what it is intended to.

The complexity of the decision faced by state officials—who are often under legislative mandates to move rapidly—is also heightened by what appears to be a growing rivalry for clients among test makers, whose wares differ significantly.

State officials' dilemma was highlighted during a two-day meeting late last month in Chicago—which included representatives from 13 states that are using or considering the use of teacher examinations—and in subsequent interviews with state officials and testing experts.

The Chicago meeting was sponsored by National Evaluation Systems Inc., a for-profit education-research firm that has worked with a number of states to develop customized teacher tests.

It and other firms have created new competition for the National Teacher Examinations, the series of assessments developed by the Educational Testing Service that are now used in some 27 states. Some assert that the E.T.S. is working to modify its tests in direct response to the newer rivals.

"The choice of tests to use is one that many states are wrestling with right now," said Joyce R. McLarty, assistant commissioner for school success in Tennessee. "From my point of view, things are still milling around a great deal. I don't think it has settled down to the point yet where we have a clear sense of what the best approach is going to be."

The cost of creating a test from scratch averages about $70,000 per subject area, according to Ms. McLarty. And some states

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New Hampshire Towns Give Tax Rebates With School Funds

By J. R. Sirkin

Paul Fillion, the superintendent of schools in Franklin, N. H., has a promise from the Franklin City Council: Next year, he can spend the $300,000 in additional state education aid he was supposed to get this year.

"We went uptown with it and were told it was not timely," he said of the council's decision to deny a supplemental appropriations request from the school board, and instead turn the state funds over to local taxpayers. "It's been a civil war up here."

Now, he added, "if the city council fails to live up to its promise, it means the loss of $300,000 for education. I've been working here 10 years. We'll have to wait and see."

Although the circumstances differ from one New Hampshire community to the next, officials confirm that the position Mr. Fillion finds himself in is a familiar one for many superintendents in property-poor school districts. To their dismay, communities across the state, including Franklin, have taken advantage of a recent revision of the state's school-finance system, using the funds not to increase education spending but to reduce property taxes.

The new finance system, which targets state aid to the neediest districts, was approved by the legislature earlier this year along with a $9 million aid increase. At the time, a school-finance suit against the state was pending. The suit, *Jesseman* v. *State of New Hampshire*, was later dropped.

State officials said it was too soon to tell how many of the state's 158 operating school districts are using state funds to reduce taxes. Many districts have yet to decide how to use the funds, which only became available last month, long after districts had drawn up their budgets.

But according to R.L. Brunelle, the state

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IN SUMMARY

Starting Early
In the first of four planned regional seminars, educators from 13 Southern states traded information and ideas on new legislative efforts in early-childhood education. **Story on Page 4.**

Signing Up
Now that the National Council for Accreditation of Teacher Education is revising its procedures, the American Federation of Teachers says it may seek membership. **Story on Page 6.**

Support for the Humanities
The Rockefeller Foundation plans to support privately financed programs in six urban school districts to promote the "centrality of the arts and humanities in education." **Story on Page 6.**

Applause for Advanced Placement
Advanced Placement teachers surveyed by the College Board credit the program with raising educational standards for all students and enhancing their own professional satisfaction. **Story on Page 8.**

Quietly Laid To Rest
With no debate, both houses of Congress have voted to remove the ban on the teaching of "secular humanism" in courses underwritten by federal funds for magnet schools. **Story on Page 11.**

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FORUM
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THE WEEK

FEDERAL

Math-Science Bill Clears Congress, Awaits Signature

The House, passing a Senate-approved measure, has cleared for the President's signature a bill extending for three years the Education for Economic Security Act, which includes the main federal mathematics- and science-education initiative and the Education Department's magnet-schools program.

The bill, H R 1210, also drops the ban on the teaching of secular humanism in programs underwritten by the $75-million magnet-school program *(see related story on page 11)*. The measure is part of a bill reauthorizing the National Science Foundation.

Earlier this year, the House passed an N.S.F. reauthorization—although without the education programs' extension added by the Senate. Last last month, though, the House passed the Senate bill, avoiding the need for a House-Senate conference.

The bill authorizes $50.5 million for mathematics and science education sponsored by the science foundation, and sets an N.S.F. budget ceiling at $1.5 billion.

There had been some concern over the status of the math-science program. Because it had not been reauthorized, the House did not include any funding for it in its appropriations bill. The Senate, however, had funded the programs at $90 million, a level that the House is expected to adopt in conference on the fiscal 1986 appropriations bill.

New Regulations For Math-Science Grants Published

The Education Department published in the Oct. 25 *Federal Register* final regulations for $90 million in grants to states under the mathematics- and science-education program authorized by the Congress last year in the Education for Economic Security Act.

Formula grants will be distributed based on the number of students between the ages of 5 and 17.

According to the department, 75 percent of the funds will be used by local educational agencies and institutions of higher education; state agencies will use the rest to support exemplary programs, technical assistance, and administration. L.E.A.'s will receive about $63 million from the grants, the department estimated.

The L.E.A.'s must use their money for inservice training of mathematics and science teachers and retraining of other personnel for these fields. After meeting needs in mathematics and science, districts can use funds for computer and foreign-language instruction.

For more information, call Allen Schmieder at the Education Department, (202) 755-0410.

NATIONAL

Public-TV Groups Petition Agency For Cable Rule

A group representing public-television stations has petitioned the Federal Communications Commission to require cable-television operators to carry all local public-television channels.

The F.C.C.'s "must-carry" rules, which for more than 20 years required cable operators to retransmit all local television channels, were struck down this past summer by a federal appeals court in a case brought by Turner Broadcasting and a small cable operator in Washington State.

The court, ruling that the "must-carry" requirement was overly broad, recommended that the F.C.C. rewrite the rule more narrowly, but the agency declined to do so, according to Peter M. Fannon, president of the National Association of Public Television Stations.

However, 10 U. S. senators and 9 representatives wrote letters asking the agency to consider a new rule, according to an F.C.C. spokesman. Mark S. Fowler, chairman of the F.C.C., then invited groups to make proposals.

The petition, filed by the National Association of Public Television Stations, the Public Broadcasting Service, and the Corporation for Public Broadcasting, asks that the "must-carry" requirement be reinstated because public-television stations serve the needs of communities, according to Mr. Fannon. Educational programming reaches 18.5 million children daily, he said.

Two public television stations—in Tacoma, Wash., and the New York City area—have already been dropped by their local cable operators since the rules were struck down, according to Mr. Fannon.

Groups representing public and commercial television stations have also filed appeals asking the U. S. Supreme Court to review the appellate court's decision.

Corporations Giving More to Education, Survey Reveals

Corporations and corporate foundations donated about 25 percent more money to education programs and institutions in 1984 than they did in 1983, according to a survey of 315 of the nation's leading firms.

But as a percentage of total giving, the amount dedicated to education declined.

The survey, conducted by the Conference Board, a New York-based business-research organization, also revealed that corporations are giving a greater share of their donations to precollegiate education than in the past, and a slightly smaller percentage to higher education. But gifts to precollegiate education continue to total much less than contributions to higher education.

According to Linda Cardillo Platzer, who conducted the survey, the 315 leading firms gave $503 million to education in 1984, compared with $402 million in 1983. As a share of total corporate giving, gifts to education declined from 40.7 to 40.3 percent, she said.

Ms. Platzer said corporations have increased their giving, but are shifting funds to civic and community activities in an attempt to fill the void left by spending decreases in federal programs. She also said noncash gifts, such as property and equipment, account for a growing percentage of corporate donations.

The 315 firms surveyed account for about one-third of all corporate giving, estimated at $3.8 billion in 1984.

•

STATES

Virginia Contests Richmond Schools' Funding Request

Lawyers for the state of Virginia will ask a federal district court in Richmond this week to reject a suit by the city's school board seeking approximately $47 million for programs to help students overcome the effects of past state-mandated segregation.

According to papers filed with the court last month in *Bradley* v. *Robb*, the state contends that the Richmond school board has presented insufficient evidence supporting its position that the state should be held liable for the funding of desegregation-related compensatory-education programs. In addition, the state argues that recent gains in scores by Richmond students on standardized tests indicate that the compensatory programs are unnecessary.

The board is contending that although average scores on standardized tests recently have risen somewhat, Richmond students still rank far behind students elsewhere in the

'At Risk' Youth Seen Posing Costly Threat to Nation

By Tom Mirga

WASHINGTON—The nation risks grave economic, political, and social turmoil if it fails to act quickly to help teen-agers who are "disconnected" from their schools, their families, and the workplace, assert the authors of a report released here last week by the Education Commission of the States.

The report, called "Reconnecting Youth: The Next Stage of Reform," calls for "a profound restructuring of the schools" along lines recommended in recent reports by Ernest L. Boyer, John I. Goodlad, and Theodore R. Sizer.

The document also challenges business leaders "to see that any youth who wants to work has the opportunity to do so" and to help ensure that young people's first work experiences are positive ones.

Above all, the report says, leaders in education, business, and government must be willing to take risks to help "disconnected" youths find useful places in society.

"The problem, simply stated, is this: a growing proportion of our young people are not making successful transitions to productive adult lives," the report states. "They are paying a heavy price. We, as a society, are paying a heavy price. In the years ahead, the costs are going to get higher."

Series of Reports

The report, a project of the E.C.S. business advisory commission, is the latest in a series of studies that have focused on the problems of academically and socially disadvantaged students who are not benefiting from the current drive to reform the nation's schools. Earlier reports addressing similar issues and reaching similar conclusions include "Investing in Our Children," by the Council for Economic Development, and "Barriers to Excellence: Our Children at Risk," by the National Coalition of Advocates for Students.

The E.C.S. group, which is chaired by Gov. Charles S. Robb of Virginia and includes a variety of prominent leaders from business, labor, and education, released the preliminary findings of its report during the commission's annual meeting in Philadelphia last July. *(See Education Week, Aug. 21, 1985.)*

Turning Youths Around

"We simply cannot afford to write off at least one and a quarter million teens," said Governor Robb, a past chairman of the E.C.S., in a prepared statement. "We can't afford it economically, socially, or politically. And we don't have to. There are programs that work for these young people. Schools, government, and business, working together, can turn a lot of them around."

"Currently, there are no incentives for helping [these] kids," added Frank Newman, president of the E.C.S. "In fact, the incentives are to get them out of school, not keep them in. We've got to turn that around."

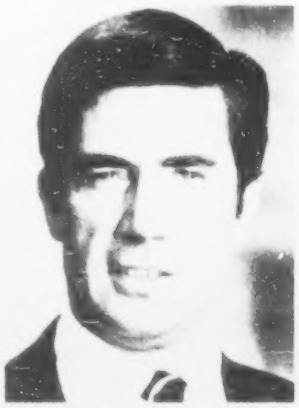
According to the report, approximately 2.4 million young people between the ages of 16 and 19—or roughly 10 percent to 15 percent of all people in this age group—have become disconnected from society at large. These youths, it says, face a variety of problems, such as unwanted pregnancy, severe depression, unemployment, and illiteracy.

The percentage of disconnected youths is continuing to increase at the same time that the number of young adults in the labor pool is decreasing, the report notes. These trends pose a particularly severe threat to American business, it says.

"This is not a problem for the timid," according to the E.C.S. panel. "This is not an issue for those who fear for their popularity or want to cover all their bets. Cut the red tape. Restructure inefficient bureaucracies. Create a competitive climate for ideas. Reward imagination. Reward people who take chances."

The panel offered the following recommendations for schools and businesses:

- Elementary and secondary educators should heed calls for a "profound restructuring of the schools and a thorough rethinking of our educational priorities."
- More resources should be devoted to early-childhood education programs and after-school day care. Such programs should pay particular attention to children of low socioeconomic status.
- As "a baseline standard for effective school reform," schools should require that all students in the 6th grade be able to read, write, and compute at the 6th-grade level. Those who cannot "should not be relegated to programs that only repeat the pedagogy that failed the first time."
- Teen-agers who have dropped out of school should be permitted to "drop back in," preferably into alternative schools or work-study programs.
- Businesses should join cooperative programs "that connect students to role models in the world of work." The panel noted that "mentor" programs have proven over time to be particularly effective in this regard.
- Businesses should also see to it "that any youth who wants to work has the opportunity to do so," and should offer schools their expertise in "decentralizing, debureaucratizing, and reorganizing large systems."


Gov. Charles S. Robb

Copies of the report can be obtained for $10 each by writing to the E.C.S. Distribution Center, 1860 Lincoln Street #300, Denver, Colo., 80295. Ask for "Reconnecting Youth," AR85-1.

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Metropolitan Life Foundation

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THIS WEEK'S FORUM: PAGE 23

READY TO ACT

In the wake of such catastrophic events as shootings in school, student suicides, and school-bus accidents, the Los Angeles and Houston districts have formed "crisis teams" to provide "psychological first aid" to pupils and staff members.

See Page 6.

PRIMED FOR CHANGE

After 15 months of study, a privately financed commission has called for major changes in the structure of the teaching profession in California, including smaller classes, $25,000 starting salaries, and more rigorous teacher training.

See Page 7.

TIME TO MOVE

Ernest L. Boyer, head of the Carnegie Foundation, has proposed a plan to strengthen the teaching profession.

See Page 5.

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P.L. 94-142 at 10-Year Mark

Steady Rise in Learning-Disabled Spurs Review

By Alina Tugend

DAVID GROSSMAN

A learning-disabled pupil receives individual attention in a special-education class at St. Agatha's School in Nanuet, N.Y. For interview with Education Department's special-education chief and related stories, see pages 16-21.

The Education for All Handicapped Children Act was passed "with a very clear mandate," wrote Laurence Lieberman in his 1984 book *Preventing Special Education For Those Who Don't Need It.* "When this mandate was given, a handicapped child was not handicapped because he was failing in school, but he was failing in school because he was handicapped."

But in the 10 years since the passage of the landmark law governing the educational rights of handicapped children, the line between those who fail in school and those who are handicapped is becoming increasingly blurred, stretching special-education funding and resources to their limits.

So steadily has the special-education population grown—and in particular, the "learning-disabled" group—that this 10th anniversary year of the law has seen one state exceed its federal per-pupil funding limit and others approach the 12 percent

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States Link Funding to Vocational Programs' Job Placement

By Susan Hooper

When Gov. Richard L. Thornburgh of Pennsylvania recently proposed using job-placement rates for vocational-education graduates as a means of evaluating the state's vocational programs, he was following the lead of legislators in Florida and South Carolina, where similar placement-rate standards are already law.

But though officials in all three states praise such criteria as a way of making vocational programs more accountable, professionals in the vocational field are questioning the wisdom of using quantitative measures to determine quality and purpose.

They contend that the number of recent graduates who find jobs related to their secondary-school training is an inadequate measure of a vocational program's effectiveness. And they say that tracking graduates will be a costly, complicated diversion from more important tasks.

Dean Griffin, acting executive director of the American Vocational Association, called the approach "restrictive and undesirable."

"Placement of people in the first job is not the total purpose of vocational education," he said. "We are just as concerned about the fourth or fifth job down the road, and the person's employability at age 35 or 40. The transfer of knowledge is terrifically important."

A similar position was taken a year ago by the National Commission on Secondary Vocational Education, a panel charged by former Secretary of Education Terrel H. Bell with assessing the strengths and weaknesses of the nation's school-based programs.

"Current program standards and accountability measures are useful but not central to issues of teaching and learning," said the group in its report, "The Unfinished Agenda: The Role of Vocational Education in the High School."

The group's lone recommendation in this area was that "the effectiveness of vocational instruction should be judged by before-

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E.D Voucher Bill, In Shift, Offers Parents Choices

Plan Bypasses Districts In Direct Family Options

By James Hertling

WASHINGTON—Education Department officials have revised their Chapter 1 voucher proposal and will soon send to the Congress a bill radically different from previous legislation.

A near-final draft of the new bill, which was obtained by *Education Week*, states that parents would be able to redeem a $600 voucher on demand for educational services at a public or private school and to spend it either for tuition or remedial services.

In contrast, the Reagan Administration's 1983 bill and legislation prepared after the Supreme Court's July 1 decision in *Aguilar v. Felton*—which barred Chapter 1 teachers from religious-school classrooms—would have required school districts to enact a Chapter 1 voucher program before parents could get the federal voucher.

"I got tired of compromising with ourselves," Undersecretary of Education Gary L. Bauer said in an interview, explaining the changes in the bill.

Other officials and lobbyists said that changes in the bill were made in an effort to guarantee expanded parental choice and to solidify political support for the legislation.

Opponents of vouchers call the bill a threat to public education, and say it would undermine the Chapter 1 program, promote racial and economic segregation in schools, and unconstitutionally support religious schools.

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Gun Problem in Schools Grows Despite Security Precautions

By William Snider

Tough anti-weapons policies enacted by many school districts during the past several years have failed to stop students from carrying and using guns on school grounds, officials are saying this fall.

During National Safe Schools Week, Oct. 20-26, for example:

- Two students were shot in a Washington, D.C., high school in an argument over a radio. In an unrelated incident, a 7th-grade student was arrested for carrying a loaded .38-caliber handgun in his bookbag. Only one student had been found possessing a gun in the previous four years.
- A 17-year-old high-school senior was shot and killed on the grounds of a high school in Prince George's County, Md., near Washington, the first killing at one of the county's schools in 10 years.
- Police arrested a 14-year-old student in Boston after finding a loaded .22-caliber pistol in a coat on a desk next to him. It was the fourth gun confiscated in Boston public schools in a three-week span—twice the number found during the entire 1984-85 school year.

Because such incidents have become increasingly common, most urban school districts have adopted stricter weapons policies. Many have permitted broader search procedures, increased the presence and the authority of school security guards, and made expulsion the penalty for possessing a weapon on school grounds.

But in most cases these policies have had little long-term effect, according to school officials, because the problem originates in the surrounding community and cannot be solved by schools alone.

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IN SUMMARY

Back to the Drawing Board
The California Board of Education has asked six publishers to make further revisions in 24 7th- and 8th-grade science textbooks, which may have to be printed in two different versions. **Story on Page 8.**

A Halt to Drug-Use Declines
A new study says the overall rate of drug-use among high-school seniors leveled off last year after five years of declines, but the use of cocaine and other "hard" drugs increased. **Story on Page 10.**

Teachers and Affirmative Action
The U.S. Supreme Court has heard arguments in a case involving 10 white teachers with seniority who were laid off under the terms of a Michigan school district's employment policy. **Story on Page 11.**

I.R.S. Ruling Raises Ire
After protests by civil-rights advocates, the Internal Revenue Service has agreed to review its decision restoring tax-exempt status to an all-white private school founded to avoid integration. **Story on Page 11.**

A Balanced-Budget Bill Rebuttal
Secretary of Education William J. Bennett and other supporters of a bill to eliminate the federal budget deficit have dismissed concerns that it would cut deeply into education spending. **Story on Page 11.**

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THE WEEK

FEDERAL

E.D. Exempts Research From Publication Review

The Education Department last week announced that research publications would be exempt from review by the in-house committee that must clear virtually all of the department's publications, as part of a reform of that panel.

The committee was charged by researchers with censorship this year for blocking many of the publications of department-funded education laboratories.

Undersecretary of Education Gary L. Bauer denied the charge but subsequently reversed the publication bans and announced the intended reform of the committee.

The review system was established in 1982, following a White House order that agencies cut publication costs.

In addition to the exemption of research studies, the reforms change the name of the panel from the Publication and Audiovisual Advisory Council to the Publications Review Board and cut the membership from five political appointees to three. Staff support will be increased and applications for review will be staggered to ease the workload.

To increase efficiency, the board will scrutinize publication efforts more closely when a grant or contract award is made, rather than when the work is completed and ready to be published, according to the Education Department announcement.

NATIONAL

A.F.L.-C.I.O. Backs Testing, Higher Pay For New Teachers

The A.F.L.-C.I.O., the nation's largest labor coalition, last month endorsed competency testing for entry-level teachers.

The endorsement is the first public statement on the issue from the labor group, whose membership includes the American Federation of Teachers, one of the country's two national teachers' unions.

The resolution containing the endorsement, which was approved by delegates at the group's biennial convention, also advocates the raising of beginning teachers' salaries by about $6,000 over the current national average of $14,000. And it suggests that teacher-salary schedules be shortened to allow teachers to reach maximum pay within three to five years of entering the profession.

In addition, the resolution calls on colleges and universities that train classroom teachers to place "greater emphasis on subject-matter competency and less emphasis on methods courses," said Scott D. Widmeyer, a spokesman for the A.F.T.

The A.F.T. has supported the idea of testing prospective teachers, and its president, Albert Shanker, has advocated a national test for new teachers. Mr. Shanker is also president of the A.F.L.-C.I.O.'s 4-million-member department of professional employees, which drafted the resolution.

The A.F.L.-C.I.O. resolution does not advocate a national test.

N.C.A.A. To Study Modified Proposal on Freshman Athletes

The council of the National Collegiate Athletic Association and the association's commission of college presidents will co-sponsor an amendment modifying proposed academic standards governing the eligibility of freshman athletes for intercollegiate sports.

The amendment, scheduled to be voted on at the N.C.A.A.'s January convention, phases in the proposed standards, according to Jim Marchiony, a spokesman for the association.

In 1983, the N.C.A.A. approved as minimum requirements for freshman eligibility a 2.0 high-school grade-point average in an 11-course core curriculum and either a combined Scholastic Aptitude Test score of 700 or a score of 15 on the American College Testing program's college entrance examination. These standards are now scheduled to become effective next August.

The proposed modifications would delay implementation of the standards until the 1988-89 academic year and would substitute a flexible indexing formula, using high-school grade averages and scores on college entrance examinations, to establish eligibility for the next two years.

The rules apply only at colleges and universities in Division I, the N.C.A.A.'s top competitive division.

Record Companies Accept Guidelines On Rock Lyrics

A group representing most of the nation's record companies has recommended that its members either include warning labels on albums containing potentially offensive lyrics or print the records' lyrics on the backs of album covers.

The Nov. 1 announcement by Stanley M. Gortikov, president of the Recording Industry Association of America, represented a victory for the National PTA and the Parents Music Resource Center, which have been waging a highly publicized campaign against youth-oriented recorded music that they say promotes sex, violence, and substance abuse.

Mr. Gortikov said that all of the 22 members of the R.I.A.A. he has approached so far have agreed to abide by the guidelines. The association's members produce more than 80 percent of all records sold in the country.

According to Mr. Gortikov, the warning "Explicit Lyrics—Parental Advisory" will begin appearing on the backs of some album jackets by early next year.

In a prepared statement, leaders of the P.M.R.C. and the National PTA applauded the record group for "responding to the core concerns of our organizations."

Work Begins on TV Series About Desegregation Suit

A Berkeley, Calif., television production company has received a $200,000 grant from the National Endowment for the Humanities to help finance the production of a four-part television "mini-series" on the landmark *Brown* v. *Board of Education* school-desegregation lawsuit.

According to the project's director, Avon Kirkland of New Images Productions Inc., the N.E.H. funds will be used to support the adaptation for television of *Simple Justice*, Richard Kluger's award-winning history of the *Brown* case.

The series, which is being produced jointly with WGBH-TV in Boston, will probably be aired on public-television stations during 1987, Mr. Kirkland said.

"We think *Simple Justice* will make excellent television," said Mr. Kirkland. "*Brown* was a landmark decision, one that marked an important change in the direction of race relations in America. What we're trying to do is bring that story to the screen. *Simple Justice* documents the story so well."

STATES

Florida Regents Raise Standards

Despite the opposition of some Florida educators, the board of regents of the state's university system has tightened entrance requirements at its nine campuses.

The new standards, which take effect in 1986, require as minimums for admission a 2.5 high-school grade-point average and a score of

DATABANK

Special Education: A Decade of Growth

Ten years ago, under the threat of a Presidential veto, the Congress overwhelmingly passed a law whose complexity and detail encompassed a simply worded intent—to provide all handicapped children a "free, appropriate" public education.

Known as the Education of All Handicapped Children Act, or P.L. 94-142, it constituted a "massive change of public policy unlike anywhere else in the world," said Edwin Martin, assistant secretary of the Education Department's office of special education and rehabilitative services from 1969 to 1979. "It was a commitment of an important educational and philosophical kind, embracing and affirming the human rights of disabled people."

The law, which was five years in the making, created such controversy that before signing it, President Gerald R. Ford read aloud his original veto message—agreeing only to sign the law after it became apparent that both houses of the Congress would override a veto.

"Unfortunately, this bill promises more than the federal government can deliver, and its good intentions could be thwarted by the many unwise provisions it contains," President Ford said. "There are . . . features in this bill which I believe to be objectionable, and which should be changed. It contains a vast array of detailed, complex, and costly administrative requirements which unnecessarily assert federal control over traditional state and local government functions. It establishes complex requirements under which tax dollars would be used to support administrative paperwork and not educational programs."

Today, many of those involved with the writing of the law or charged with carrying it out, call it a success. Its main intent, they say, has for the most part been realized.

But some of the concerns voiced by President Ford in November 1975 linger—in particular, the paperwork burden and cost and the complexity of the law's evaluation, placement, and due-process procedures.

"There is too much reliance on P.L. 94-142 to resolve all problems, when it really should be used as a baseline," says Frederick J. Weintraub of the Council for Exceptional Children and one of the main architects of the law. "It doesn't teach kids. It has nothing to do with quality. All the individualized education plans in the world will not assure a kid's learning. A lot of energy goes into compliance, but it doesn't necessarily go into what needs to be done beyond compliance. There is something in me that would like to declare the entire nation in compliance and get on with it."

"There is now a whole generation of people—professionals and parents—who are what I call the post-P.L. 94-142 generation," he adds. "They're not people who say, 'Gee, I remember what it used to be like'; they're not people who say 'God, my dreams have been met.' They're people who say, 'Now I have some dreams, and P.L. 94-142 is our reality, not our dream.'"

The question for the decade ahead, he suggests, will be "the degree to which government at all levels can begin to reinforce and build on those dreams."

—A.T.

Pupils 3 to 21 in Special Education, 1976-84

Type of Handicap	1976-77	1977-78	1978-79	1979-80	1980-81	1981-82	1982-83	1983-84
Number Served, in Thousands								
All conditions	3,692	3,751	3,889	4,005	4,142	4,198	4,255	4,298
Learning disabled	796	964	1,130	1,276	1,462	1,622	1,741	1,806
Speech impaired	1,302	1,223	1,214	1,186	1,168	1,135	1,131	1,128
Mentally retarded	959	933	901	869	829	786	757	727
Seriously emotionally disturbed	283	288	300	329	346	339	352	361
Hard of hearing and deaf	87	85	85	80	79	75	73	72
Orthopedically handicapped	87	87	70	66	58	58	57	56
Other health impaired	141	135	105	106	98	79	50	53
Visually handicapped	38	35	32	31	31	29	28	29
Multihandicapped	(*)	(*)	50	60	68	71	63	65
Deaf-blind	(*)	(*)	2	2	3	2	2	2
Percentage Distribution of Persons Served								
All conditions	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Learning disabled	21.5	25.7	29.1	31.9	35.3	38.6	40.9	42.0
Speech impaired	35.3	32.6	31.2	29.6	28.2	27.0	26.6	26.2
Mentally retarded	26.0	24.9	23.2	21.7	20.0	18.7	17.8	16.9
Seriously emotionally disturbed	7.6	7.7	7.7	8.2	8.4	8.1	8.3	8.4
Hard of hearing and deaf	2.4	2.3	2.2	2.0	1.9	1.8	1.7	1.7
Orthopedically handicapped	2.3	2.3	1.8	1.6	1.4	1.4	1.3	1.3
Other health impaired	3.8	3.6	2.7	2.6	2.4	1.9	1.2	1.2
Visually handicapped	1.0	.9	.8	.8	.8	.7	.7	.7
Multihandicapped	—	—	1.3	1.5	1.6	1.7	1.5	1.5
Deaf-blind	—	—	.1	.1	.1	.1	.1	.1
As Percent of Total Enrollment								
All conditions	8.33	8.61	9.14	9.62	10.11	10.47	10.73	10.98
Learning disabled	1.80	2.21	2.66	3.06	3.57	4.05	4.39	4.62
Speech impaired	2.94	2.81	2.85	2.85	2.85	2.83	2.85	2.88
Mentally retarded	2.16	2.14	2.12	2.09	2.02	1.96	1.91	1.86
Seriously emotionally disturbed	.64	.66	.71	.79	.85	.85	.89	.92
Hard of hearing and deaf	.20	.20	.20	.19	.19	.19	.18	.18
Orthopedically handicapped	.20	.20	.16	.16	.14	.14	.14	.14
Other health impaired	.32	.31	.25	.25	.24	.20	.13	.13
Visually handicapped	.09	.08	.08	.08	.08	.07	.07	.07
Multihandicapped	—	—	.12	.14	.17	.18	.16	.17
Deaf-blind	—	—	.01	.01	.01	.01	.01	.01

* Not available

— Not applicable

Note: Counts are based on reports from the 50 states and District of Columbia only (i.e., figures from U.S. territories are not included). Percentages of total enrollment are based on the total annual enrollment in U.S. public schools, preprimary through 12th grade. Details may not add to totals because of rounding.

Source: Calculated from U.S. Education Department, Office of Special Education and Rehabilitative Services, *Sixth Annual Report to Congress on the Implementation of Public Law 94-142*, 1984, and unpublished tabulations (September 1984).

Number of Special-Education Teachers and Pupil-Teacher Ratios

Type of Handicapped Persons Taught	1976-77	1977-78	1978-79	1979-80	1980-81	1981-82	1982-83	Percent Change 1976-77 to 1982-83
All conditions:								
Number of teachers employed	178,768	193,571	202,000	219,835	231,403	233,516	238,567	33.5
Ratio of pupils per teacher	21:1	19:1	19:1	18:1	18:1	18:1	18:1	
Learning disabled:								
Number of teachers employed	43,906	53,743	62,379	74,812	84,756	83,468	82,357	87.6
Ratio of pupils per teacher	18:1	18:1	18:1	17:1	17:1	19:1	22:1	
Speech impaired:								
Number of teachers employed	18,355	19,736	19,038	24,073	24,379	20,443	19,553	6.5
Ratio of pupils per teacher	71:1	62:1	64:1	49:1	48:1	56:1	58:1	
Mentally retarded:								
Number of teachers employed	71,008	75,061	70,389	68,138	67,238	63,267	60,504	-14.8
Ratio of pupils per teacher	14:1	12:1	13:1	13:1	12:1	12:1	12:1	
Seriously emotionally disturbed:								
Number of teachers employed	21,666	20,660	23,185	26,610	27,338	25,015	26,870	24.0
Ratio of pupils per teacher	13:1	14:1	13:1	12:1	13:1	14:1	13:1	
Hard of hearing and deaf:								
Number of teachers employed	8,665	8,587	9,131	8,087	8,234	7,953	8,126	-6.2
Ratio of pupils per teacher	10:1	10:1	9:1	10:1	10:1	9:1	9:1	
Orthopedically handicapped:								
Number of teachers employed	5,331	4,707	5,673	4,710	4,419	4,642	4,356	-18.3
Ratio of pupils per teacher	16:1	19:1	12:1	14:1	13:1	12:1	13:1	
Other health impaired:								
Number of teachers employed	4,948	5,108	4,904	5,121	3,168	3,514	3,074	-37.9
Ratio of pupils per teacher	29:1	27:1	21:1	21:1	31:1	23:1	17:1	
Visually handicapped:								
Number of teachers employed	3,451	3,506	4,210	3,353	3,470	3,027	3,255	-5.7
Ratio of pupils per teacher	11:1	10:1	8:1	9:1	9:1	10:1	9:1	
Multihandicapped:								
Number of teachers employed	(*)	(*)	(*)	3,962	5,428	5,400	5,185	—
Ratio of pupils per teacher	—	—	—	15:1	13:1	13:1	13:1	—
Deaf-blind:								
Number of teachers employed	(*)	(*)	(*)	671	369	392	883	—
Ratio of pupils per teacher	—	—	—	4:1	8:1	6:1	3:1	—
Non-categorical:								
Number of teachers employed	(*)	(*)	(*)	(*)	(*)	15,838	24,403	—

* Not available

— Not applicable

Note: Teacher counts are based on reports from 49 states and the District of Columbia only (New Mexico does not report on special-education personnel and figures from U.S. territories and the Bureau of Indian Affairs are not included). Totals for all conditions exceed sums for individual conditions because some special-education teachers have not been categorized in some state reports. Teacher counts include those serving the 0- to 21-year-old population, while participant counts refer only to the 3- to 21-year-old population. Pupil-teacher ratios are based on the counts shown in table above.

Source: Calculated from U.S. Education Department, Office of Special Education and Rehabilitative Services, *Sixth Annual Report to Congress on the Implementation of Public Law 94-142*, appendix 3, table 3B1, 1984, and unpublished tabulations (January 1985).

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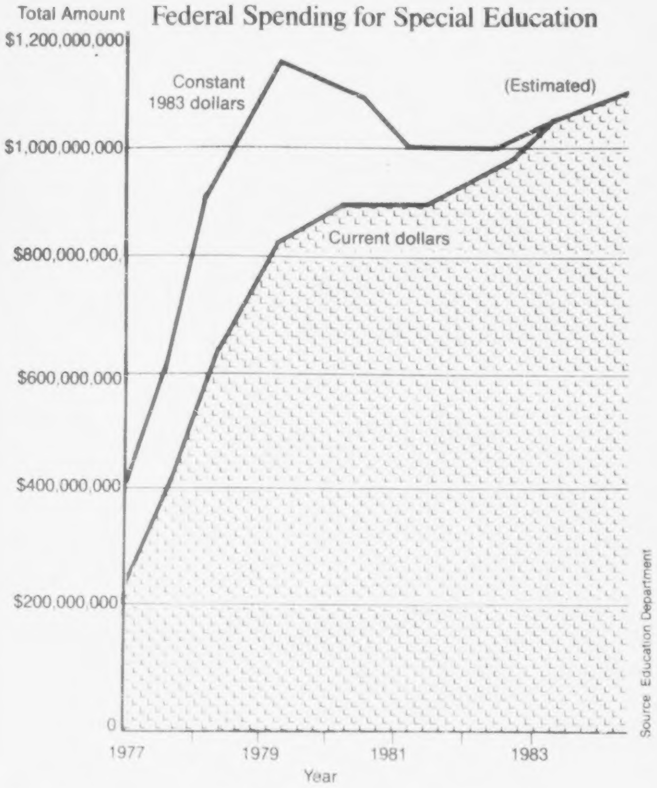

Children Ages 3-21 Receiving Special Education Under P.L. 94-142, By Disability
1984-85 School Year

State	All Conditions	Learning Disabled	Speech Impaired	Mentally Retarded	Emotionally Disturbed	Hard of Hearing &Deaf
Alabama	88,015	26,043	19,420	34,186	5,276	727
Alaska	8,574	5,132	2,347	290	266	129
Arizona	50,523	26,025	11,385	5,478	5,141	603
Arkansas	44,670	21,422	9,637	12,169	446	342
California	370,336	207,661	92,477	27,343	6,814	6,546
Colorado	42,692	20,534	7,695	3,427	7,954	755
Connecticut	62,266	28,870	12,990	4,782	13,083	612
Delaware	11,355	6,323	1,695	949	2,231	62
District of Columbia	3,400	1,372	1,632	189	114	49
Florida	155,854	61,082	50,877	21,443	16,610	1,414
Georgia	99,444	31,798	24,363	24,192	16,620	918
Guam	1,605	652	196	677	24	4
Hawaii	11,801	7,351	2,307	1,064	379	237
Idaho	17,776	8,416	4,507	2,731	538	284
Illinois	212,826	92,091	73,172	23,469	19,521	1,255
Indiana	96,273	31,899	40,333	19,173	2,928	678
Iowa	56,907	22,045	14,227	12,105	5,835	775
Kansas	39,568	16,443	11,663	5,869	3,910	410
Kentucky	71,791	21,865	25,680	19,026	2,388	519
Louisiana	76,589	36,933	21,701	10,408	3,598	1,037
Maine	26,056	9,715	6,584	4,152	3,709	369
Maryland	89,186	47,044	25,684	6,618	3,876	1,030
Massachusetts	125,971	44,196	29,012	26,909	17,348	1,724
Michigan	150,708	62,029	43,169	14,643	21,085	2,804
Minnesota	80,142	36,652	19,091	12,777	7,663	1,336
Mississippi	50,879	20,512	17,088	11,951	399	319
Missouri	100,203	41,376	31,266	16,838	7,421	730
Montana	15,302	7,642	4,875	1,338	665	128
Nebraska	29,959	12,094	9,051	5,031	2,273	391
Nevada	13,469	7,819	3,062	891	806	131
New Hampshire	14,136	8,862	2,866	782	1,135	9
New Jersey	161,763	68,538	60,483	7,895	14,276	1,239
New Mexico	27,786	11,094	8,544	2,676	2,720	282
New York	251,113	129,031	29,788	26,184	36,493	2,849
North Carolina	116,001	52,464	27,246	25,030	6,408	1,271
North Dakota	11,357	5,130	3,905	1,609	388	126
Ohio	192,087	73,056	56,483	45,512	6,698	2,367
Oklahoma	63,537	27,908	20,605	11,485	1,021	596
Oregon	42,397	24,968	11,900	1,903	2,163	270
Pennsylvania	179,117	67,394	59,591	34,914	12,344	2,610
Puerto Rico	39,197	3,973	1,764	21,299	1,230	2,416
Rhode Island	18,159	12,093	3,084	1,196	1,159	174
South Carolina	71,531	23,183	20,508	19,140	6,049	947
South Dakota	12,453	4,031	5,482	1,515	440	170
Tennessee	97,556	43,240	28,891	16,544	2,517	1,420
Texas	282,762	154,132	67,274	25,373	19,372	963
Utah	40,115	14,426	8,533	3,249	11,756	297
Vermont	7,979	3,708	2,631	1,049	314	93
Virginia	100,605	43,874	30,049	14,630	7,258	1,240
Virgin Island*	—	—	—	—	—	—
Washington	64,109	33,925	14,144	7,662	3,451	1,076
West Virginia	42,520	17,158	13,061	9,568	1,821	324
Wisconsin	72,438	29,573	17,605	11,738	10,694	876
Wyoming	9,671	5,056	2,535	739	908	96
American Samoa	116	0	0	116	0	0
Bur. of Indian Affairs	5,364	3,057	1,250	502	257	31
Trust Territories*	—	—	—	—	—	—
Northern Marianas*	—	—	—	—	—	—
U.S. and Territories	4,128,009	1,822,910	1,115,408	622,428	331,794	48,160

State	Multi-Handicapped	Ortho-Pedically Impaired	Other Health Impaired	Visually Handicapped	Deaf-Blind	Fiscal 1985 Allocation	% of 5-17 Population
Alabama	962	471	595	309	26	$ 23,934,370	10.81
Alaska	165	169	34	30	12	2,331,572	8.09
Arizona	698	463	447	283	0	13,738,979	8.49
Arkansas	337	87	148	80	2	12,147,342	9.40
California	5,388	6,928	12,671	2,246	162	100,707,368	8.05
Colorado	1,427	629	0	271	0	11,609,455	7.21
Connecticut	620	323	940	43	3	16,932,313	11.28
Delaware	23	34	26	11	1	3,087,823	10.14
District of Columbia	8	11	22	1	2	924,579	3.70
Florida	0	1,925	1,885	590	28	42,377,283	8.70
Georgia	0	756	340	452	5	27,042,317	8.36
Guam	16	21	3	12	0	1,642,523	†
Hawaii	154	238	4	67	0	3,209,106	5.99
Idaho	328	388	511	72	1	4,833,919	7.87
Illinois	0	1,262	1,578	478	0	57,874,866	9.65
Indiana	570	344	29	316	3	26,180,011	8.73
Iowa	688	1,038	0	180	14	15,475,012	10.11
Kansas	295	413	348	193	24	10,759,929	8.73
Kentucky	925	409	567	374	38	19,522,495	9.53
Louisiana	622	636	1,268	372	14	20,827,240	8.05
Maine	556	397	412	161	1	7,085,542	11.58
Maryland	2,752	783	818	563	18	24,028,460	11.27
Massachusetts	2,757	1,341	1,840	787	57	32,730,112	12.56
Michigan	1,477	4,613	0	888	0	40,982,800	8.27
Minnesota	0	1,378	820	383	42	21,793,425	10.11
Mississippi	191	315	0	103	1	13,835,787	8.83
Missouri	755	833	677	223	84	26,052,201	10.66
Montana	340	101	145	49	19	4,161,151	9.22
Nebraska	373	612	0	134	0	8,146,905	9.60
Nevada	370	225	109	56	0	3,662,694	8.21
New Hampshire	136	105	239	1	1	3,844,075	7.68
New Jersey	7,497	779	824	217	15	43,989,042	11.82
New Mexico	783	358	1,245	78	6	7,555,990	9.20
New York	4,654	1,418	19,233	1,414	49	68,286,446	7.83
North Carolina	997	904	1,194	483	4	31,564,054	9.80
North Dakota	0	124	37	37	1	3,088,367	8.29
Ohio	3,463	3,645	0	844	18	52,235,203	9.19
Oklahoma	1,084	385	223	194	36	17,277,942	9.93
Oregon	0	631	449	113	0	11,529,234	8.41
Pennsylvania	0	1,110	0	1,143	11	48,708,205	8.40
Puerto Rico	2,881	2,220	1,101	2,226	87	10,658,769	4.45
Rhode Island	33	187	159	66	8	4,938,070	10.94
South Carolina	277	784	181	457	5	19,513,793	10.63
South Dakota	541	159	39	60	16	3,386,408	8.71
Tennessee	1,642	1,058	1,629	597	18	26,528,904	10.65
Texas	3,480	3,782	6,685	1,631	70	76,892,921	8.63
Utah	1,230	274	208	109	33	10,908,678	9.57
Vermont	11	59	87	26	1	2,169,770	7.98
Virginia	2,140	583	279	526	26	27,358,034	9.70
Virgin Island*	—	—	—	—	—	1,519,984	†
Washington	1,110	827	1,658	249	7	17,433,489	7.87
West Virginia	0	273	112	197	6	11,562,682	10.76
Wisconsin	624	642	389	283	14	19,698,437	7.88
Wyoming	0	119	183	33	2	2,629,885	8.95
American Samoa	0	0	0	0	0	572,170	†
Bur. of Indian Affairs	195	31	28	13	0	11,239,059	†
Trust Territories*	—	—	—	—	—	2,138,460	†
Northern Marianas*	—	—	—	—	—	279,349	†
U.S. and Territories	55,575	47,600	62,419	20,724	991	$ 1,135,145,000**	

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* Not funded on the basis of child count.

**The grant total is based on a fiscal 1985 appropriation that Congress could change through a supplemental appropriation or a rescission.

† Information not available

Source: Education Department

Increase in Number of Learning-Disabled Students Spurs Review

Continued from Page 1

cap. And that circumstance has further fueled the professional debate of the last few years over the definition of learning disabilities and the degree to which P.L. 94-142 was intended to extend coverage to pupils with learning problems that do not have a clear neurological basis.

In their search for new ways to adapt the detailed prescriptions of the law to the current complexities surrounding the nation's $10-billion-plus investment in special education, researchers and practitioners are investigating several avenues of change:

- They are analyzing the reasons for the growth in the special-education population and honing methods to identify—if possible—which students are actually learning-disabled and which are simply not performing up to their potential.
- They are studying and experimenting with funding mechanisms to give districts more flexibility in serving all special-needs students, not just the learning-disabled.
- And they are are trying to forge new links between mainstream and special-education teaching that will improve services for all students.

Growth in Population

About 4.1 million children were served by P.L. 94-142 last year, up more than 600,000 from a decade ago. The population has been increasing gradually since the law was passed, despite the overall decline in public-school enrollment during that time.

In the late 1970's, the Congress imposed a 2 percent cap on the number of students who could be served in any one learning-disability category, but that was lifted in 1979.

The number of students labeled as educable mentally retarded [E.M.R.] decreased from 969,547 in 1976-77 to 750,534 in 1983-84, but the total number of learning-disabled students increased from 797,213 to 1,811,489 in the same period. And although the rate of growth has decreased, such students now make up 42 percent of the total special-education population.

History of Term

According to a report, "Identifying Learning-Disabled Students," issued last year by the U.S. Education Department, the first national attempt to provide a common definition for learning disabilities came in a 1966 task-force report issued by a division of the National Institutes of Health.

"Since that time," wrote James C. Chalfant, professor in department of special education at the University of Arizona and the author of the Education Department report, "the literature has reflected over 50 terms to describe learning-disabled students."

According to Mr. Chalfant, who is now writing a policy paper for a special-education task force set up by Secretary of Education William J. Bennett, the definition of learning disability has been a source of disagreement "for many years." As early as 1973, he noted, 38 different definitions were reported.

Included in P.L. 94-142 is a federal definition, which reads:

"The term 'children with specific learning disabilities' means those children who have a disorder in one or more basic psychological processes involved in understanding or in using language spoken or written, which disorder may manifest itself in imperfect ability to listen, think, speak, read, write, spell, or do mathematical calculations. Such disorders include such conditions as perceptual handicaps, brain injury, minimal brain dysfunction, dyslexia, and developmental aphasia. Such term does not include children who have learning problems, which are primarily the result of visual, hearing, or motor handicaps, of mental retardation, of emotional disturbance, or of environmental, cultural, or economic disadvantage."

Some 23 states and the District of Columbia use the federal definition verbatim, according to Mr. Chalfant; the remaining states use a modification of the definition or have created their own.

He and other researchers say, however, that definitions of learning disabilities vary from district to district, and even from school to school. Increasingly, they say, the term "learning-disabled" has been broadened to include all children whose achievement does not match their I.Q. potential.

And since low-achievers can make up as much as 30 percent of an average school population—higher in urban inner-city schools—many believe the learning-disabled classification has become "a dumping ground," according to Anne Flemming, president of the Association for Children and Adults with Learning Disabilities. Educators too often say, " 'If a child misbehaves, we'll send him into a learning-disabled class,' " Ms. Flemming said.

"If you went around saying all cats are animals, therefore all animals are cats, people would call you crazy," said James Gallagher, Kenan professor of education at the University of North Carolina and director of the university's Frank Porter Graham Center for child-development studies. "But if you say kids who are learning-disabled have trouble in school, and therefore all kids who have trouble in school are learning-disabled, you get a hearing."

Reasons for Growth

Part of the growth in the learning-disabled population can be traced to a semantic shift, Mr. Chalfant noted. Many children who would previously have been classified as E.M.R. or emotionally disturbed are being classified as learning-disabled because that term is less stigmatizing, he said.

The number of minority students in learning-disabled classes has grown rapidly in recent years, in part because the parents of such children were among those to complain about the use of the E.M.R. classification.

Experts suggest that the percentages of black students in the learning-disabled category has risen significantly. Researchers say they do not have reliable current data to show a continuing pattern, but 1980 federal figures—the latest available from the Education Department's office for civil rights—show black, Hispanic, and white students as approximately equally represented in that category. Later federal data show black students as still overrepresented in E.M.R. classes.

Experts point out, however, that another explanation for the rising numbers is that services for learning-disabled pupils, available largely at the elementary-school level during the early years of the law, have gradually been expanded to the secondary-school level.

But a more important factor in the growth of the learning-disabled population, the experts say, has been funding cuts in other programs, such as Chapter 1, which serves disadvantaged students, bilingual education, and other programs aimed at special populations. Those cuts, they say, have left very few other support services for students with learning problems.

The issue, they argue, largely boils down to funding and where it is available.

State Systems Vary

Every state uses a different system for allocating money for special education. General estimates show that it costs two to three times more to educate a special-education student than a nonhandicapped student, but the cost varies according to handicapping condition.

According to a Congressional commission's report on special-education finances, in 1981 the average total expenditure per handicapped child was $3,500, with about $250 of

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Critics Find Fault With Administration's Handicapped-Aid Efforts

By James Hertling

WASHINGTON—Special-education advocates and administrators were heartened in 1983 when President Reagan picked Madeleine C. Will as the Education Department's assistant secretary for special education and rehabilitative services.

In their view, after two years of failed efforts to deregulate, defund, and effectively dismantle federal special-education programs, the Administration had made a conciliatory gesture with the appointment of Ms. Will, who had worked on issues involving the handicapped and was the mother of a handicapped son.

But some of those who monitor, work with, or have worked in her office say they remain dismayed at the Administration's efforts in the area of education of the handicapped. They are especially disappointed because, they say, the initial promise of Ms. Will's tenure has gone unfulfilled.

"There seems to be a lack of concern for the well-being of the total [special-education] system" in Ms. Will's office, said Frederick J. Weintraub, head of governmental relations for the Council for Exceptional Children.

In an interview last week, Ms. Will dismissed such criticisms, saying they stemmed from a "false perception." She said that she was pleased with the work of her staff and with the progress being made on major issues.

Bureaucracy Under Fire

The office of special education and rehabilitative services, which Ms. Will manages, has three main branches—the office of special-education programs, the rehabilitation services administration, and the National Institute of Handicapped Research. It has a budget of more than $2.5 billion and a staff of more than 500.

"Our nation is committed to serving handicapped children and adults," Ms. Will said in Congressional testimony last year. "I think that the Education Department and the Administration totally support that commitment."

But "the reality and the rhetoric are very different," said George J. Hagerty, who worked in OSERS from 1978 until this year and who is now an administrator and professor at Stonehill College in North Easton, Mass.

He criticized the Administration's inaction on a number of issues—among them the link between regular and special education and the expanding learning-disabled population—and lamented the low morale of OSERS employees and poor communication between federal and state and local officials.

As an example, he pointed to deep budget reductions in programs designed to help teachers deal with learning-disabled pupils.

Moreover, the office of special-education programs is losing "good, experienced people," said Wendy Cullar, until recently director of that office. "There's an increase in the programs the office has to administer, and a decrease in staff."

Many of these problems, both critics and supporters of Ms. Will said, are caused by institutional and historical factors beyond her control.

"Madeleine Will must implement programs designed in a period of growth in regulations, at a time when the federal government had a significant role," Mr. Hagerty observed. "She is now operating in an Administration with a view that we've been overprescriptive in the past."

"She's handicapped by the political and philosophical biases of this Administration," he said.

William Schipper, executive director of the National Association of State Directors of Special Education, said delays in issuing regulations and proposed special-education budget cuts were attributable to policies of the White House Office of Management and Budget, whose dictates agencies like OSERS must typically live with.

Moreover, such problems as low staff morale and losses of experienced staff members are endemic to bureaucracies rather than unique to the current Administration, said Martin Gerry, a former head of OSERS who now practices law in Washington. Discontent in the ranks, he said, "may be more institutionalized than real."

Mr. Gerry added that the reportedly poor relationship between Ms. Will and state officials is perhaps tied more to personality than policy.

"Madeleine has not had a chance to sit down and talk to many state directors," he said. "She has not 'worked' the group. Everyone knew Ed Martin [the former OSERS head]. It's not true with Madeleine."

But he contended that "she's now making more of an effort to do that. In a very real sense, she's never going to be a 'good ol' boy,' but I think they're coming to understand and respect her."

Complaints Detailed

But other experts said they could not recall communication and the relationship between federal officials and state and local officials who must implement federal law ever being worse.

Mr. Hagerty, who was in charge of the state-monitoring office from 1983 until this past summer, said that "state and local governments feel tremendously up in the air about a number of fundamental issues where they receive no guidance from the federal government."

He said that during a 12-to-18-month period during his tenure, the state-monitoring office never had more than 12 staff members and, for a time, had no secretarial or support staff.

"It's very difficult to keep up an active process of communication between the states and the federal government if you don't have the personnel or the resources," said Mr. Hagerty.

Ms. Will told a House appropriations panel last year that her agency had "sufficient staff" to conduct program reviews.

But high turnover, numerous temporary appointments, and vacancies in senior policymaking positions also hamper effective coordination and leadership, critics say, linking these trends to Ms. Will's management technique and her "suspicion" of the bureaucracy.

The Administration's response is to "centralize control, to knock out the variables," said a career staff member in OSERS. "They end up with delay, and constituents don't get responses."

The OSERS staff member said many skilled professionals were leaving because of the increasing numbers of political appointees in positions that require extensive expertise.

"I don't think we have an extremely large number of political appointees, and I think the political appointees we bring on have a good rounding in special education and rehabilitative matters," commented Ms. Will in an interview.

'Increasingly Irrelevant'

The probable result of the internal upheavals and retrenchment at OSERS is a shrinking federal role in special education, experts say.

But according to Mr. Gerry, "The law assumes program expertise will be at the local level and it's increasingly come to pass. I don't think we should expect federal government to be the center of expertise."

Mr. Hagerty, however, said that the national scope of special-education issues requires an assertive federal role in promoting those issues. And now, he said, "the federal government and OSERS are becoming increasingly irrelevant."

Said Mr. Weintraub: "I think the field will look elsewhere for leadership. Maybe that's a good thing. Maybe it's healthy."

Staff writer Alina Tugend contributed to this report.

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that provided by the federal government, about $900 provided by the state, and the balance provided by local funds.

More money is also spent on children in "self contained" classrooms than on those who are in regular classrooms but also use "resource rooms" for special studies during the day. According to federal figures, in 1982-83, 68 percent of all handicapped children received most of their education in regular classes, while another 25 percent were in separate classrooms. A small proportion of all special-education students were educated in facilities for the handicapped.

'Bounty Hunting System'?

These funding mechanisms encourage the overidentification of students as needing services, some critics suggest—"a bounty hunting system," as James E. Ysseldyke, professor of educational psychology at the University of Minnesota, puts it.

"We have created financial incentives for finding and labeling children as handicapped," he said.

But many argue that the overidentification problem is not the result of greed on the part of school officials seeking extra funds, but is a function of the fact that for children with learning problems special education is often "the only show in town," in the words of Martha J. Irvin, state director of special education for Maryland.

"I think there is a concerted effort on the part of the average teacher and principal to honestly try various approaches," said Wendy Cullar, state director of special education in Florida and former director of the U.S. Education Department's office of special education. "They understand the seriousness of labeling a child handicapped."

Ms. Irvin pointed out that in Maryland, which uses a "neutral" funding formula, "even without the financial incentive at the school-building level, we've had an increase in the learning-disabled population."

Said Vivian Link, the mother of a learning-disabled child and the deputy associate superintendent for the office of exceptional children in Kentucky: "Parents do not want the learning-disabled identification if there are services in the regular program. But if I've got a child who is not making it in your system, I'll take the services where they're available."

"Are there kids who are learning-disabled? Yes," said Frederick J. Weintraub, the Council for Exceptional Children's assistant executive director for governmental relations and a former special-education teacher. "Are there kids who have learning problems who are not learning-disabled? Yes. Now the question comes, what do we do about those kids? The reason they are having a problem is that the education they are receiving is not meeting their needs."

"The tendency is to find help for those kids," he continued. "I've got a resource teacher who helps kids learn to read who don't know how to read. What do I do? What I do is, I make the kid learning-disabled, or put some label on his head to get him help. Is that what I ought to do? Of course not. But while I'm fixing the future, what I'm going to do is find ways to get the kid help."

Identification Issues

P.L. 94-142's requirement that educators evaluate and classify students identified as needing that extra help is now the focus of much debate, not only because the costs of doing so are high but because there is so little agreement on how to define learning disabilities.

A study of special education in the state of Colorado found that in 1978-79, of the $1,204 the state spent on each learning-disabled child, an average of $505 was spent on identification.

"Unless children are identified, schools do not legitimately have a claim to get support," said Margaret Wang, professor and senior scientist at the Learning Research and Development Center at the University of Pittsburgh. "Identification has thus become a major enterprise."

Even before the passage of P.L. 94-142, a 1973 study by Samuel A. Kirk and John Elkins, professors in the department of special education at the University of Arizona, found that only one-third of the children included in about 21 state projects set up to serve the learning-disabled could truly be considered children with learning disabilities. "The others were children who were moderately underachieving in academic subjects," the researchers wrote.

Experts agree that those proportions probably still hold true today. But they divide into two distinct schools of thought on the problem of identification: those who say it cannot be done, and those who say it can.

'Search for Pathology'

Mr. Ysseldyke, who conducted a six-year, federally funded study on the issue, is of the first school.

His study, completed in 1983, determined that learning disabilities cannot be defined scientifically.

The major determinant of whether a child will be placed in special education is "the decision by the regular classroom teacher to refer a student for assessment," he said.

He found that 3 to 6 percent of the school-age population was referred each year for a special-education evaluation. Of those, 92 percent were tested, and of the 92 percent tested, 73 percent were declared eligible for special-education services.

"While one explanation for the large numbers of students declared eligible for services is that teachers are extremely accurate in their referrals, it is more likely that this finding highlights the overidentification of students as handicapped," Mr. Ysseldyke argued.

The researcher went on to note that once a student was identified, a process he termed a "search for pathology" ensued. The more mildly a child was handicapped, the more tests were administered.

Mr. Ysseldyke also found that placement decisions made by teams of individuals had "very little to do with the data collected on the student." Rather, the classification decision became a function of a number of other factors, such as "teacher squeak"—how much a teacher wanted a child out of the classroom—as well as the sex, race, socioeconomic status, and physical appearance of the child. Evaluators given identical data nonetheless made differing decisions based on these characteristics, he reported.

His research also found that under the 17 criteria most commonly used by schools to identify learning-disabled students, over 80 percent of "normal" students could be classified as learning-disabled by one or more definitions.

"There currently is no defensible system for declaring students eligible for L.D. services," Mr. Ysseldyke concluded.

Clarifying Definitions

Other experts agree that all too often, students are classified as learning-disabled in the manner Mr. Ysseldyke's study suggests, but say that researchers are working on more reliable and valid identification methods.

Research by James D. McKinney, professor of education at the University of North Carolina, found that there are characteristics unique to the learning-disabled student.

Mr. McKinney's six-year study, completed in 1983, divided learning-disabled students into subgroups that included problems with language development, with the cognitive process—processing of information—and behavior, or "adaptive functioning."

"I think that further research will clarify the definition," Mr. McKinney said. "I'm just not one to say it can't be done. I think if you make up your mind that it can't be, it won't."

Mr. McKinney also observed that "from a scientific point of view, Mr. Ysseldyke's work is only a beginning attempt to differentiate the handicaps. I think it's a little too preliminary to say they can't be identified."

But even if researchers develop more accurate identification methods, some educators caution, there

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Supreme Court Rulings on P.L. 94-142

Supporters and opponents of P.L. 94-142 alike agree that the federal law is one of the most thoroughly litigated in history. Four special-education cases have been decided by the U.S. Supreme Court. The following is a summary of the Court's precedents on the subject.

Board of Education of the Hendrick Hudson Central School District v. Rowley *(1982)*

The Court held that a New York school was not required to provide a sign-language intepreter for a deaf pupil. In the ruling, the Justices determined that although P.L. 94-142 requires schools to offer "personalized instruction with sufficient support services to permit the handicapped child to benefit educationally from that instruction," they do not have to ensure that handicapped students reach their "full potential."

Irving Independent School District v. Tatro *(1984)*

The Court ruled that a Texas school must provide sterile, intermittent catheterization services for a child with spinal bifida. In its decision, the Court determined that the law's "related services" provision requires schools to provide services such as catheterization if such services enable a handicapped child to remain at school during the day.

The Court stated that catheterization—a procedure that prevents kidney damage to children who cannot empty their bladders voluntarily—and other similar services "are no less related to the effort to educate than are services that enable the child to reach, enter, or exit the school."

Smith v. Robinson *(1984)*

The parents of a Rhode Island child with cerebral palsy who won a case brought under P.L. 94-142 could not be awarded legal fees for identical claims brought under Section 504 of the Rehabilitation Act of 1973, the Court ruled last year. The Court held that "Congress intended that P.L. 94-142 be the exclusive avenue through which a plaintiff may assert an equal-protection claim to a publicly financed special education."

Because P.L. 94-142 does not contain a provision providing for awards of legal fees, the ruling essentially prohibits parents from receiving such fees if they are the prevailing parties in special-education cases. A bill now pending in the Congress would nullify the effect of the ruling by permitting the awarding of legal fees under P.L. 94-142.

School Committee of the Town of Burlington v. Department of Education of the Commonwealth of Massachusetts *(1985)*

The Court, interpreting a provision of P.L. 94-142 regarding the appropriateness of a child's "educational placement," decided this year that the parents of a handicapped child in Massachusetts could be reimbursed for tuition even though they took their son out of a public school and placed him in a private school without the approval of public-school officials.

The Court held that parents can be reimbursed in such situations if hearing officers or judges subsequently rule that the move was in the child's best interest. However, the Court warned that parents are not entitled to such payments if hearing officers or judges rule that the student's public-school placement was "appropriate" as defined under the law. —A.T.

Rise in Number of Learning-Disabled Students Spurs Review

Continued from Page 19

will still be many children with learning problems who will not be served.

"We call it 'policy bumping,' " said Mary-Beth Fafard, assistant to the chief administrator for special education in New York City. "If we tighten one category, we'll simply push the problem into someone else's closet."

'Waivers': Promising Idea?

The answer, some say, is that it is time to find creative alternatives to help those who need help, regardless of the label.

A position paper distributed in April by the National Association of School Psychologists advocated "a new national initiative to meet the educational needs of all children."

"It is not a benign action to label as 'handicapped' children who are low achievers but are not, in fact, handicapped, even when this is done in order to provide them with services unavailable in general education," the paper noted.

One of the more dramatic proposals to address the problem, advocated by some researchers and administrators, is "waivers" involving such categorical programs as bilingual-education, Chapter 1, and similar programs.

Under the waiver plan, the amount of funding a school receives would not be based on categories, but on the needs a child has—such as for help in reading. But a school would be guaranteed that if it "lost" a percentage of its special-education population in consequence, it would not also lose the accompanying funding.

"The way we categorize simply isn't useful anymore," said Maynard Reynolds, professor of special education at the University of Minnesota. "We have created narrowly framed categorical programs that don't always make sense from an instructional viewpoint."

"A lot of these programs have been quite important and interesting in establishing accountability in schools, he added. "If we look back over the last 10 years, schools have been good at including students, but we have to look back at the quality of the programs."

Others have suggested that the waiver concept could also be applied within special education alone, to curtail the extensive categorization of pupils that now occurs.

Mr. Chalfant agreed that limited waivers may be an option for the future, both within special education and across the range of federal and state categorical programs. He said he hoped there would be a "federal push" to allow flexibility with money given to states and local school districts through waivers.

"If we're going to serve all the students with learning problems, this cannot be done with the money given to special education," he said. States and districts "need permission to develop experimental alternatives with the resources we have."

However, parents of special-education children may not necessarily back the idea.

Nancy LaCount, the mother of a learning-disabled child, noted that such a move would cause grave concern among parents that "money will not be directed toward special education." She also noted that services provided under special education are far more intense than remediation efforts, and "we want special educators that are familiar with the needs of the students."

Mr. Chalfant and others cautioned that the waiver idea is not intended to lead to total block-grant funding for schools, which could divert funds from special education without providing help to those children who really need it.

"If we do that, there could be blood on the streets," Mr. Reynolds said. "But I think we could block for carefully selected schools with great accountability."

Other Solutions

Another alternative some educators suggest is a "one-shot" push by the federal government for remediation efforts outside of special education.

Stanley Bristol, superintendent of Chicago's northern special-education districts, said such an effort, which has already been started on the state level in Illinois, would help low-achieving students without labeling them.

He predicted that once the remediation programs were in place, special-education counts would go down—and "then we can take the money saved under P.L. 94-142 and direct it into these resource programs."

Those involved in assessing special education also say that even without plunging into the maze of federally funded programs, other steps could be taken to lower the special-education count without letting students drop through the cracks.

Last month's meeting of the National Association of State Directors, for example, focused on innovative efforts to create special-education/mainstream-classroom partnerships.

One such innovation is the "teacher-assistance team," an idea developed by Mr. Chalfant, based on providing help by and for regular-education teachers.

In this program, a teacher who is having problems with a student submits a short summary of observations about the student to a team of three elected teachers within the school. The team, joined by the referring teacher, discusses the problem and tries to develop solutions. Sometimes others, including parents, students, and specialists, also participate.

The program has been tried in a number of states over the past 13 years, according to Mr. Chalfant. A recent study of 45 teams in Illinois, Maryland, and Nebraska, found, he said, that through the team system, referral rates to special education dropped dramatically.

Rich Environments

More programs, such as the teacher-team efforts, need to be promoted in regular education, observers say.

"One of the wonderful outcomes of P.L. 94-142 is that it showed that schools can be very rich environments, which can handle many different kinds of students—far more than they thought they could," said the New York schools' Ms. Fafard, a former special-education teacher. "School systems have to look about for creative alternatives."

For example, in California, one of a number of states focusing on alternatives to special education, student-study teams, made up of psychologists, principals, and others, help identify a student's needs, "rather than identifying the student as a special-education case, then identifying his needs," said Elizabeth Richland, California's acting director of special education.

Others say that early intervention through preschool education and services—with a strong initiative at the federal level—could head off some learning problems that later become much more serious.

"We're going to continue to see students who need more help than a traditional classroom setting can provide," said Ms. Irvin, "and unless we make accommodations in our system, more children will continue to be labeled learning-disabled than any of us think is sensible."

FOR THE RECORD

Brademas: Congress Knew What It Was Doing

Former Representative John Brademas, one of the original sponsors of P.L. 94-142 and currently president of New York University, testified before a Senate subcommittee last month at hearings marking the 10th anniversary of the law. The following was excerpted from his testimony.

I realize that the enactment and implementation of P.L. 94-142 have been the subject of some debate and controversy and that there are some who maintain that those of us in Congress did not really understand what we were doing when we wrote the law. Not so.

We who worked in committee and on the floor to fashion the legislation had clear and compelling objectives.

First, there was a pressing problem for which a federal response was both necessary and appropriate. For we were as a nation falling critically short in the goal of providing all handicapped children with the special-education services they needed.

As late as 1973, we heard testimony in committee that our educational system completely excluded 1.75 million handicapped children and provided inadequate educational services to 2.5 million others.

We listened to horror stories from educators, state officals, parents, and representatives of handicapped groups who told us of handicapped children placed in schools but left to languish without help; of children allowed to stagnate in large, impersonal state institutions; of children simply left at home with no chance of an education at all.

A second point, often forgotten in the debate over P.L. 94-142, is that by 1973 the courts had decided that the opportunity for a handicapped child to receive a publicly supported education was grounded in the United States Constitution as a *right*—and that the states were under an obligation to ensure that right.

Even as we were writing the legislation that was to become P.L. 94-142, 40 cases had been filed in 26 states to ensure that this obligation was being fulfilled.

The federal mandate of P.L. 94-142—"to assure that all children with handicaps have available to them ... a free appropriate public education"—was not, therefore, imposed on unsuspecting states. In fact by 1973, 40 states already had some form of legislation for educating handicapped children. By the time the law was enacted in 1975, 45 states had established, in their own laws, plans to provide full educational services to all of their handicapped children.

The problem, of course, was finding the resources—and the political will—to translate those goals into reality.

At the time we in Congress were studying the matter, the states had a long way to go. In 1971-72, 7 states were educating fewer than 20 percent of their *known* handicapped children; 19 states fewer than a third. Only 17 states had even reached the halfway figure.

In writing P.L. 94-142, then, its authors intended to:

(1) Make explicit a federal responsibility in respect of the education of handicapped children; and

(2) Assist the states in meeting their *own* obligations, under their *own* laws and *own* court decisions, to educate handicapped children.

If I may further refine the aims of its authors, P.L. 94-142 had six essential objectives:

(1) To guarantee the availability of a free appropriate public education to all handicapped children;

(2) To increase federal assistance in order to help state and local school agencies provide special-educational services to all handicapped children who required them.

Before I recite the other points, let me expand on this second one. P.L. 94-142 channeled federal funds to states and local school systems to help them meet the burden of educating all handicapped children ages 3-21.

The formula devised in P.L. 94-142 based federal payments to states and schools on a percentage of average per-pupil expenditures, with the federal share of the cost of educating handicapped children set to rise from 5 percent in 1978 (when the payments were to begin) to 40 percent in 1982.

The allocation to a state or to a school system would vary depending on the number of handicapped children served. This mechanism was deliberately designed as an incentive to encourage local schools to expand their services to handicapped children as soon as possible and so become eligible for increased federal funds by the time payments were to begin in 1978.

Former U.S. Representative John Brademas

In fiscal 1978, available federal funds were to be equally divided between the states and the local schools. After that date, 75 percent of the money was to be directed to the local school system with the state to keep 25 percent.

Because it costs far more to educate a handicapped child than one with no disability, the legislation specified that federal funds could be spent by the state or local education agencies only for the *additional* expenses attendant to the higher cost of educating handicapped children.

The law also contained a program of incentive grants to states of $300 per handicapped child served between the ages of 3 and 5.

(3) To ensure the appropriateness of the instruction provided each handicapped child through requiring an individualized education program for each;

(4) To require that for each student, educational services be provided in the least restrictive environment feasible;

(5) To establish specific compliance requirements at the federal, state, and local levels;

(6) To assess and assure the effectiveness of these efforts to educate handicapped children.

In its final form, P.L. 94-142 was the product of the labors of many dedicated legislators, both Republicans and Democrats.

Will on Classification: 'A Really Complex, Somewhat Gray Area'

Madeleine C. Will, an advocate for the rights of the handicapped and the mother of a handicapped child, was named the U.S. Education Department's assistant secretary for the office of special education and rehabilitative services in 1983. Last week, she spoke with Staff Writers Alina Tugend and James Hertling about her views on the growth in the learning-disabled population and aspects of the federal role in special education.

Q What, in your view, explains the rise in the number of learning-disabled students under P.L. 94-142, and does the federal government have a role in stemming that?

A First, let me correct the premise of your question. That particular category of kids certainly has grown tremendously since P.L. 94-142 was passed. But the rate of growth has been declining in the past few years. That doesn't mean we don't want to look at the growth in that category and investigate issues related to it, but it is noteworthy that the rate of growth is decreasing.

There is a lot of concern on the part of people at the state level with respect to the L.D. category and a lot of activity going on there to look at the criteria that have been developed for identification and to examine the referral and placement process. That may or may not have had an impact on the rate of increase. At this point, we aren't able to suggest a direct correlation.

Q Can you cite some of the reasons for the growth?

A It's a relatively new disorder. It's not something people talked about 50 years ago. The passage of P.L. 94-142 gave some impetus to the identification of children with learning disorders. There was a recognition of children who suffered from learning disorders, and these had to be identified and addressed. And so we're identifying these kids who probably have been doing poorly in the classroom for a period of time. We had better diagnostic tools and procedures available in the late 60's and 70's. That's certainly one reason.

There's been tremendous pressure coming from all points on the spectrum—special education, regular education, and parents—that some kind of improved program option had to be developed for a child who's clearly floundering in the classroom. You just don't sit still and watch your child unhappy, doing poorly in school, and filled with a sense of failure, and the only option up to this point has been special education.

Q Should limiting the growth in the learning-disabled category be a goal now for special education?

A I don't know if I have that as a goal—in fact, I know I don't. That's not an intelligent way to address policy. You don't decide arbitrarily that because the count is growing, there must be too many kids moving into the L.D. category.

The question has been whether there's a problem of misclassification. Now, we don't have any information to suggest that this is the basis for the growth in the child count. But there have been, in some instances, kids who've been misclassified, and that tells us of weakness in assessment and in the batteries of tests that are offered to children.

One of the studies that was released a while ago indicated that when teachers were asked to review the records of children who were nonhandicapped—they were not L.D.—and kids who were truly L.D., they could make no distinction, they had a very difficult time making a distinction between the two populations. It's a really complex and somewhat gray area.

The federal role has to be one of raising the issue, the concern people have at the federal and state level, about whether or not these children are being best served following the process we've followed in the past 10 years.

Q Are you satisfied that links between special educators and regular educators are being developed?

A I'm not sure I can answer that. I think there's discussion about closer coordination between special education and regular education. There are questions about impediments that may exist in terms of federal regulations, as well as state regulations. We just don't have the answers yet. We don't know where the barriers are, if they're real barriers or imagined.

Education Department's Madeleine C. Will

Sometimes it's just the perception that affects policymaking.

Q Has the learning-disabled category become a "dumping ground" for low-achieving students?

A That's too harsh a statement to make. Remember, what motivates people is the best interest of the child. If there's no other option in general education, you canvass the possibilities, and special education is a real possibility. I just wouldn't use that kind of terminology. I don't think general educators dump students. I don't think special educators dump students. They're well-intentioned people.

General educators may feel terribly frustrated, not knowing quite how to develop a solid program for particular youngsters. And, in fact, [the notion] has been reinforced over the past decade that this may not have been their responsibility, that this was something that should have been left to special educators. That's one of the notions that we want to correct.

Q Even if the intent is well-meaning, could the effect be misclassification?

A You may misclassify kids. Moving kids into special education isn't dumping them. That's really beneficial to many kids. But there can be some tradeoffs you don't want to make. Do you really want to remove a child from a regular classroom, from a regular school? I believe there's some very strong good that a child derives from being in the universe of kids, and that you want to think very carefully how to bring the services to the kids.

Q What about new criteria for identifying the learning-disabled?

A We're just not at a point where we can talk to an issue like that. We know there's activity at the state level, and that's healthy and productive. Our role would not be to develop new criteria; we would want to identify what the states had done that was good and highlight that and disseminate information about that.

When we do things at the federal level that indicate there's only way to do it right, we create lots of problems for people. It reinforces the rigidity in these categorical programs. You can separate the programs, but lots of children don't fit neatly into those categorical distinctions, which is what the L.D. problem is really about.

Q What do you think of the idea of "waiving" the distinctions among categorical programs such as Chapter 1, bilingual education, and special education to address the issue?

A I think that's an interesting idea. I like the demonstrations. I like waivers when they're small controlled projects that you can evaluate properly. It's the way we conduct research to determine whether our hypotheses are correct.

Q Is there going to be a federal project?

A That depends on [Secretary of Education William J. Bennett's special-education task force] and its recommendations. So far, the meetings have been very general and exploratory.

Q Has P.L. 94-142's success come at the cost of a too-great investment in compliance rather than services?

A I think there's a lot of emphasis on compliance because of the sheer volume of compliance. There are an awful lot of requirements in P.L. 94-142, but as you know those regulations have been frozen by the Congress. We are not thinking of changes to P.L. 94-142.

A good system is one in which you have an emphasis on both enforcement and technical assistance. Simply because of the circumstances surrounding the passage of the law, and the very rapid implementation that had to take place, there were key requirements that had to be implemented almost immediately, and the emphasis was originally on compliance.

Now, we're discussing more the quality of education, and that is not something that is so easily dictated.

Q You've emphasized during your tenure here the need for early childhood and transitional services. Is there a possibility you would propose raising the cap on the number of special-education students eligible for federal aid to cover those ages 3 to 21, or to equal the provisions of a state's own special-education law?

A I think that's an important issue, and one that needs to be addressed, and a subject that Congress will be attending to. Since we're going to be going through the reauthorization process, I would be greatly surprised if they ignored this issue.

Q Is that something you would advocate?

A No. At this point, we are enforcing the law, which does not allow states to go above the 12 percent count. We've used the same formula for 10 years, and I think it's been a fair process. But if Congress wants us to look at it, we'll be happy to do that.

High Court Hears Arguments in Affirmative-Action Suit

Continued From Page 11

—Associate Justices O'Connor, John Paul Stevens, and Byron R. White—seemed eager to engage the lawyers in debate. Justice Marshall's questioning was confined mainly to his brief exchange with Mr. Oade. And Chief Justice Warren E. Burger and Associate Justices Harry A. Blackmun and William H. Rehnquist—all of whom can be typically found in the thick of things during such arguments—asked no questions during the entire one-hour hearing.

The Court will most likely rule in the case by July.

Other Action

The Justices also dealt last week with the following cases: —

- *Witters v. Washington Department of Services for the Blind* (No. 84-1070). The Court heard arguments in the case, in which the state agency denied state and federal vocational-rehabilitation aid to a blind college student studying to become a minister. Last year the Washington State Supreme Court upheld the agency's decision, saying that the provision of aid to the student represented an impermissible advancement of religion in violation of the First Amendment.

According to Michael P. Farris, the student's lawyer, nothing in the First Amendment's establishment clause mandates that ministerial students "be quarantined from state aid."

Mr. Farris argued that the state high court reached its conclusion by a misapplication of the three-part test developed by the Justices for judging the constitutionality of state aid to religious institutions. According to the lawyer, the state court should have judged the effects of the aid program as a whole, rather than the effects of aid to an individual student. Because the effect of the program as a whole is neutral, he argued, Mr. Witters should be eligible for financial assistance.

Timothy R. Malone, an assistant state attorney general, contended, however, that state regulations requiring counselors to approve aid applicants' career choices and courses of study "will produce some very strange results, ones that this Court should be concerned about."

He asked the Court to suppose that state labor-department data indicated an oversupply of Episcopal ministers and Catholic priests and an undersupply of Lutheran ministers.

"Must the counselor say to those who want to become Episcopal ministers or Catholic priests, 'Sorry I can't help you, but have you considered enrolling in a Lutheran seminary?' " Mr. Malone asked. "There is no way to get out of this swamp."

The Court is expected to rule in the case before July.

- *Lorain Journal Co. v. Milkovich* (No. 84-173). The Justices refused a request to review this case, which hinged on the question of whether a high-school coach is a "public figure" and thus subject to a stricter standard in attempting to prove libel.

The case stems from a melee that broke out at an Ohio high-school wrestling match in 1974. A sportswriter for the *News-Herald* of Willoughby, Ohio, wrote a column accusing the coach of one of the teams of instigating the fight and of later lying to a county judge in order to win an order lifting his team's suspension.

The accused coach, who is described as being nationally recognized among wrestling coaches, sued the columnist for libel. After protracted litigation, the Ohio Supreme Court ruled last year that the coach is not a public figure for First Amendment purposes and thus did not have to meet the stricter libel standards.

- *Hunt v. Guilford County Board of Education* (No. 85-409). The Justices declined to review a federal appeals court's ruling that an autistic boy from Greensboro, N.C., is not entitled under federal civil-rights statutes to year-round education in a local residential center. Because the district does not have such a facility, the services sought would be "overly burdensome," the appeals court said, and thus are not required under the Education for All Handicapped Children Act of 1975 and Section 504 of the Rehabilitation Act of 1973.

- *San Antonio Independent School District v. City of San Antonio* (No. 85-453). The Court also turned down this case, which had its genesis in a 1975 Texas law that set regulations for utilities operated by local governments. At issue was the amount of money the school distict owed the city for electricity and gas. Twelve school and hospital districts had sued the city; only the San Antonio district lost its case, due to a legal technicality.

FORUM

Reconnecting At-Risk Youth: It Can Be Done

EDUCATION COMMISSION OF THE STATES

A growing proportion of our young people are not making successful transitions to productive adult lives. They are paying a heavy price. We as a society are paying a heavy price. In the years ahead, the costs are going to get higher.

In 1978, young adults constituted 23% of the U.S. population. By 1995, they will constitute 16%, shrinking by one-quarter the size of the entry-level labor pool. Within that shrinking labor pool are growing numbers of "at-risk" young men and women: people in their teens and early twenties who *could* become productive citizens but most likely will not unless something out-of-the-ordinary happens. They have the intelligence to succeed, but they lack important skills, family support, discipline and the motivation to make it. An unconscionably disproportionate number of them are poor, Black and Hispanic youth.

At stake is whether they will move into productive adult lives or fall into patterns of chronic failure that deepen their alienation and dependency upon the welfare system. Three categories of youth are of major concern:

- **The alienated.** These young middle-class people are uninterested in or dissatisfied with the values represented by school and work. They lack motivation, have poor school and work attendance, and do not perform near their potential.
- **The disadvantaged and alienated.** These young people, always poor and often minorities, share the alienation of middle-class at-risk youth, but they often lack social skills, family support, useful networks and self-esteem as well.
- **The disadvantaged.** These young people have family support and motivation, but they suffer from various effects of economic deprivation and racial discrimination. They are at risk of becoming alienated and of never moving into satisfying, long-term employment.

About 700,000 students dropped out of school last year, and another 300,000 were chronic truants. Rates are much higher for minorities and the poor.

More than three million 16- to 24-year-olds are looking for work and another 391,000 are classified as "discouraged" — they have given up. Most of these discouraged youths are at risk of becoming permanently disconnected from satisfying jobs and careers.

Dropping out and unemployment present real and urgent problems in themselves. But they are also symptoms of underlying problems with the nation's integrative systems. Other symptoms also suggest that traditional American ways of integrating generations and ethnic groups into the mainstream are under stress: teenage pregnancy rates, drug and alcohol abuse, arrests for serious crimes, homicide and suicide. (See the chart on this page for more information).

There are ways to help these young people reconnect with society. And that is the premise behind the work of the Business Advisory Commission of the Education Commission of the States (ECS). The commission, established last year under the leadership of 1984–85 ECS Chairman Charles S. Robb (governor of Virginia) has been and still is examining this serious problem. In its first national report, released in Washington, D.C., on November 1, the commission suggests:

> Yet many of our young people can be reclaimed through cooperative efforts of business and education leaders. We recommend major changes in schooling that go beyond those suggested in the first wave of education reform. We recommend changes in the entry-level labor market for youth and its relations with schools and the primary labor market. We commend exemplary programs already in place and urge that they be replicated. We recommend that state policies that inhibit the necessary changes be replaced by policies that encourage creative, productive approaches to this most serious problem.

Reconnecting Youth: The Next Stage of Reform sets forth the facts, figures and statistics that point up the problem's urgency, challenges several kinds of leaders to take action and suggests some very specific activities. A companion report, to be available later, will list and describe some of the already existing programs that work to help these at-risk young people.

- **All leaders** are challenged to "lead this nation to better understanding of this troubling problem, clarify the consequences of doing nothing and guide people to action that will reconnect these young people to the adults and institutions that will enable them to live up to their potential."
- **Education leaders** are challenged to "get it right the first time," by making early education — less costly than remedial education — more effective, to "foster excellence among all students, not just those who are easy to teach," and to extend the concern for at-risk youth into the postsecondary sector.
- **Business leaders** are challenged to "do what they must do to insure a high-quality work force in the years ahead and to "make an effort to see that any youth who wants work has the opportunity to do so."
- **Policy makers** are encouraged to "clear the way for changes that must be made" by creating incentives, removing barriers and enabling schools, public agencies and business to work together on initiating and improving programs for at-risk youth.

The Business Advisory Commission, chaired this year by Governor Tom Kean of New Jersey (1985–86 ECS chairman), is composed of 35 leaders, who represent government, business, labor and education interests. Their report, *Reconnecting Youth* (48 pages) is available from the Education Commission of the States in Denver (303-830-3692) for $10. Ask for AR85-1.

Doris Ross
Editor, *State education Leader*
Education Commission of the States

Indicators of Growing Youth Problems

Children in poverty	▲	Up from 16% in 1970 to 22% in 1985. About 14 million children live in poverty. Almost half of Black children and one-third of Hispanic children live in poverty.
Drug and alcohol abuse	▲	Up 60-fold since 1960
Teenage pregnancy	▲	Up 109% for Whites, 10% for non-Whites since 1960
Unmarried mothers	▲	Up from less than 1% in 1970 to over 6% today
Female headed households	▲	Up from 12% in 1970 to 23% in 1984
Teenage homicide	▲	Up more than 200% for Whites, 16% for non-Whites since 1950
Teenage suicide	▲	Up more than 150% since 1950
Teenage crime	▲	Arrests up from 18% in 1960 to 34% in 1980 (18-to-24-year olds)
Teenage unemployment	▲	Up 35% for non-Whites, 60% for Whites since 1961

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UP IN ARMS

New Jersey teacher educators are expressing "outrage" over a report by the state education department publicizing the failure rate of each institution's students on the new certification test, and the chancellor for higher education has promised an investigation.

See Page 5.

AT LOGGERHEADS

A special committee charged with devising an evaluation system for the Alabama's career-ladder program for teachers, which has been in trouble from its inception, is sharply divided over methods and criteria to be used to measure classroom effectiveness.

See Page 9.

READY FOR BATTLE

A federal-court ruling that Yonkers schools are illegally segregated seems likely to touch off a major battle between city and school officials, civil-rights groups, and the U.S. Justice Department over the proper scope of the remedy for the problem.

See Page 6.

EDUCATION WEEK

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Nation's School Chiefs Complete Plans To Gauge States, Students

By J. R. Sirkin

LAKE BUENA VISTA, FLA.—The nation's chief state school officers last week completed a break with tradition, voting overwhelmingly here to conduct rigorous cross-state assessments of their policies and their students' educational progress.

The chiefs agreed to report their findings annually, beginning in 1987.

The Council of Chief State School Officers also unanimously approved a resolution opposing a proposal by U.S. Secretary of Education William J. Bennett to establish a voucher system for Chapter 1 funds, and they adopted a sweeping set of recommendations to upgrade the international dimensions of school curricula. They also agreed to focus their attention next year on how to implement reforms and the relationship between education and the economy.

Following Through

In accepting a plan for making cross-state assessments—including an initial set of indicators on which to base comparisons—the council followed through on a commitment it made last November to take the lead in documenting the health of the nation's public schools. *(See Education Week, Nov. 21, 1984.)* The council represents education chiefs in each of the 50 states, the District of Columbia, and the six extra-territorial districts.

Although many of the chiefs who voted for the assessment plan said it was sufficiently flexible to permit changes, their vote all but commits them to develop common definitions of such widely varying state indices as dropout rates and attendance rates, and to administer common test items that would enable cross-state comparisons of student achievement, which some chiefs fear could lead to a national curriculum.

In some cases, the chiefs may hold states to minimum standards on various indices. The C.C.S.S.O. will also develop a classification system to enable comparisons of districts in one state with similar districts in other states, but decisions to do this would

Continued on Page 14

Above, Stephen S. Kaagan (Vt.) headed the assessment project, A. Craig Phillips (N.C.) headed the international project. Right, Gordon Ambach (N.Y.) chaired the council.

Rights Coverage Is Not Institutionwide Under Chapter 2, Federal Panel Rules

By William Snider

WASHINGTON—An internal legal panel in the Education Department has made a little-publicized decision that could narrow to one the number of precollegiate federal programs that trigger civil-rights enforcement on an institutionwide basis.

As a result of the panel's ruling—that a South Carolina school district receiving Chapter 2 funds need not abandon single-sex gym classes—the Education Department is reviewing a policy its office for civil rights promulgated following the U.S. Supreme Court's 1984 decision in *Grove City College v. Bell*, which narrowed the reach of Title IX and other similarly worded rights laws to only those "programs or activities" of an educational institution that directly receive federal funding.

The policy, distributed in a July 1984 memorandum to the regional O.C.R. offices by Harry M. Singleton, assistant secretary for civil rights, said that in light of the Court's recent decision the Education Department would view only two federal programs—Chapter 2 block grants and impact

Continued on Page 12

In New York: Bold Plan Ties State Aid to Improved Teaching

By Susan Hooper

In an unusual and controversial move, the New York State Board of Regents has approved a budget proposal that would require school districts to use 1986-87 increases in operating aid solely for the purposes of raising teacher salaries and hiring additional teachers.

The proposal is the first of its kind for the powerful New York board. States traditionally shy away from earmarking operating aid for specific purposes, leaving allocation decisions up to local boards of education, according to education-policy analysts.

Because it raises questions of state authority versus local control, the proposal immediately sparked controversy. It has won the support of the New York State United Teachers, the state's largest teachers' union, but it has been roundly criticized by the organizations representing the state's local school boards.

And spokesmen for the legislature's Assembly and Senate education committees say that while they applaud the regents' emphasis on compensation for teachers, they expect many legislators to oppose the spending directive.

In addition, a spokesman for the Assembly education committee said the regents' proposal may in fact be "too vague" because it does not specify how the money to be spent on teacher salaries should be allocated by each district.

But while there is considerable disagreement about specifics, officials on all sides of the debate—including Gordon M. Ambach, the state education commissioner—agree that the need to attract, retain, and reward teachers has assumed critical importance in the state's two-year old education-reform program.

"We give the regents high marks for facing up to the worst crisis we've ever had," said Stephen K. Allinger, director of the Assembly's education committee. "All of our reform efforts will go down the drain if we can't find and keep the teachers."

The Regents' Proposal

The regents' plan, passed unanimously at their Nov. 14 meeting, calls for a $679-

Continued on Page 14

Flexibility Stressed In New Rules for Bilingual Classes

School Officials Are Invited To Modify 'Lau' Programs

By James Hertling

WASHINGTON—Secretary of Education William J. Bennett last week proposed new bilingual-education regulations that enable school districts to decrease the amount of native-language instruction in their federally funded programs.

Mr. Bennett also announced that the Education Department will invite more than 400 school districts to renegotiate longstanding agreements governing their curricula for limited-English-proficient (LEP) students. *(See text on page 16.)*

The actions follow by two months a policy speech in which Mr. Bennett sharply criticized the federal bilingual-education program for overemphasizing LEP students' native language at the expense of teaching English.

The Democratic chairman of the House

Continued on Page 16

E.P.A. Auditors Cite 'Lax Procedures' in Asbestos Removal

By Tom Mirga

WASHINGTON—Auditors in the Environmental Protection Agency have uncovered "a pattern of lax inspection and enforcement procedures" in the agency's program to encourage the removal of asbestos from schools, the chairman of a House Commerce subcommittee has charged.

According to Representative James J. Florio, Democrat of New Jersey and chairman of the House Subcommittee on Transportation and Tourism, the reports by inspectors general in three of E.P.A.'s regional offices represent "a devastating indictment" of the six-year-old "Asbestos in Schools" program. Representative Florio released copies of the reports here on Nov. 16.

David Ryan, a spokesman for the federal agency, disputed Representative Florio's charges last week, saying that they "were diverting attention from the real progress made by the E.P.A."

"Although some problems are inevitable,

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IN SUMMARY

Encouraging Academic Reform
The College Board has released six curriculum guides for high-school teachers, designed to help them play active roles in reform and improve their students' academic preparation. **Story on Page 8.**

A Global Core Curriculum
The executive director of the Association for Supervision and Curriculum Development has urged educators from 12 nations to ensure worldwide cooperation through education. **Story on Page 8.**

Separating Drugs from Sports
Citing health and safety reasons, a Louisiana school board has voted to require high-school athletes to submit to drug testing before they can participate in sports. **Story on Page 9.**

Concerns About Bus Safety
Denver school officials had to reschedule classes and eliminate bus service for some students after grounding a third of the district's bus fleet for serious mechanical repairs. **Story on Page 10.**

Senators Say No to Nominee
Edward A. Curran, President Reagan's nominee to replace William J. Bennett as chairman of the National Endowment for the Humanities, has been rejected by a Senate committee. **Story on Page 11.**

A Compromise and a Half
House and Senate conferees have cut in half the budget for the federal mathematics and science program, which the House had voted not to fund at all. **Story on Page 11.**

Illiteracy Begins at Home
To halt illiteracy at its source, two members of the Congress have introduced a bill establishing programs to teach reading to illiterate parents of disadvantaged children. **Story on Page 12.**

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THE WEEK

FEDERAL

Committee Clears Higher-Education Act Extension

A five-year extension of the Higher Education Act, which authorizes federal aid to postsecondary students and institutions, cleared the House Education and Labor Committee by a vote of 28 to 2 this month. It is expected to be considered next month by the full House.

The law expired this past September but was automatically renewed for one year.

The committee's package authorizes $10.8 billion in fiscal 1987; the current appropriation of about $9.3-billion is the largest single component of the Education Department's $18.7-billion budget.

The bill, HR 3700, would increase grant funds to poor students, establish a means test and tighter eligibility requirements for student loans, and provide incentives for students to enter the teaching profession.

The appropriation for grants to low-income students, known as Pell Grants, would increase from $3.9-billion to $4.5 billion. The maximum grant would rise next year to $2,300 or 60 percent of the student's college cost, whichever is less. The current maximum is $2,100 or 60 percent.

The bill, however, would cut funds for student loans and would attempt to limit eligibility by imposing a means test on all students and tightening the definition of an "independent" student.

The bill would also require high-school dropouts or those who fail to pass the General Educational Development (G.E.D.) examination to pass a test to show that they could benefit from federal aid. Currently, institutions make that determination.

The bill also provides about $132-million for colleges to train and recruit teachers, and it permits students who become teachers to defer loan repayments for up to five years after graduation.

Meanwhile, the Senate education subcommittee is completing its version of a reauthorization bill, which will be reported to the full Labor and Human Resources Committee.

STATES

Oregon Board Gives Tentative Approval To Basic-Skills Tests

By a unanimous vote, the Oregon Board of Education has taken the first step toward requiring school districts to administer basic-skills tests to 3rd-, 5th-, and 8th-grade students and establishing an exit test for high-school students.

The proposal, which must be approved in two subsequent meetings to become binding, calls for students to be tested in reading, writing, mathematics, and reasoning at the 3rd- and 5th-grade levels beginning in the spring of 1987, according to Jan Ryan Coulton, assistant superintendent for communications and government relations. The state would begin testing the basic skills of all 8th graders in 1988.

The high-school exit test would be offered up to four times to 10th- and 11th-grade students, beginning in the fall of 1987.

Oregon currently does not require any skills assessments.

The board will seek some $700,000 to fund the program, according to Ms. Coulton, when the legislature convenes early in 1987. In the last session, lawmakers voted down funding for an 8th-grade basic-skills test. The Oregon Education Association and large school districts opposed it.

State Colleges In California Raise Requirements

The Board of Trustees of the California State University this month voted, without dissent, to further strengthen academic requirements for entering freshmen.

Until last year, C.S.U. selected first-time freshmen on the basis of high-school grade-point average and an aptitude-test score but did not prescribe specific high-school subjects. Last fall, the system began requiring four years of English and two years of mathematics for admission.

The new requirements, effective in 1988, add a third year of math; two years of a foreign language; one year each of laboratory science, the arts, and U.S. history and government; and three years of academic electives.

The stricter standards will bring entrance requirements for the 19-campus C.S.U. system into near-alignment with those of the University of California. C.S.U. admits only students placing in the top third of high-school graduating classes; U.C. limits enrollment to students in the top 12 percent.

The new requirements, which have been criticized as a barrier to Hispanic and black pupils, were motivated in part by the system's high dropout rate, according to a board spokesman. Only about 25 percent of all entering students—and 12 percent of minority students—earn bachelor's degrees from the university within five years.

Citizens' Group Says State Reforms Are 'Minimal'

A Chicago citizens' group has charged that the school-reform package enacted by the Illinois legislature this past summer is "minimal" and will not serve adequately those students who need help.

In its report, the Chicago Panel on Public School Finance, a coalition of 17 civic organizations, criticized the legislature for failing to embrace reforms adopted in other states, such as a longer school day, an extended school year, smaller classes, and higher minimum salaries for teachers. It also charged that reforms were underfunded.

The panel, which earlier this year charged that Chicago students with a high probability of dropping out were concentrated in inner-city schools, belittled the state's $38-million remedial-reading program for elementary students, saying that an effective remedial-education program would cost between $137 million and $281 million.

It also charged that only 12 percent of children from households living in poverty would benefit from the $12-million preschool program. And it criticized lawmakers for adopting a $15-million summer-school program rather than more costly changes in the school calendar.

The panel, however, praised a measure requiring the Chicago school board to hold annual budget hearings in each school, giving parents and citizens a chance to shape spending decisions.

Maryland Agrees To Cover Victims Of Insurance Crisis

Gov. Harry Hughes of Maryland has announced a "marketing assistance program" to help municipalities, other public bodies, and day-care centers obtain liability-insurance coverage.

Day-care centers, school districts, and other public agencies across the nation have faced steep rate increases for liability insurance and widespread policy cancellations in recent months. (*See Education Week, Sept. 11 and Oct. 23, 1985.*)

According to Thomas P. Barbera, deputy insurance commissioner, the timing of the program was hastened by the business failure of a major insurer of in-home day-care facilities. Mission Insurance Company, which has been declared insolvent and has been barred from issuing new policies in the state, will be sending notices of nonrenewal to 240 day-care providers in Maryland beginning in January, Mr. Barbera said.

Under the state's voluntary program, organizations or agencies that cannot obtain insurance may apply to a committee of 50 insurance agents and brokers. If the panel cannot find a company willing to insure the applicant, a second committee of

E.P.A.'s Asbestos Program Rapped

Continued From Page 1

the program to control asbestos in schools is working well," Mr. Ryan said. "The substantive findings raised in the report have already been addressed."

Asbestos Regulation

In 1982, the E.P.A. published regulations requiring public- and private-school officials to inspect their buildings for friable, or easily crumbling, asbestos, which has been linked to certain cancers and respiratory diseases. If the substance is found, school officials need only to notify parents and employees of its presence.

Among the auditors' major findings were that E.P.A. officials had failed to distribute a key guidance document that describes both the technique to be used for sampling for asbestos, as required by the 1982 regulation, and the preferred method for analyzing such samples. The document, commonly referred to as "the black book," was issued in 1980 and replaced in 1983 by a document known as "the blue book."

According to the auditors, many school officials and even some regional E.P.A. officials were never made aware of the sampling technique because the document was not widely distributed.

"Incorrect sampling could result in incorrect decisions . . . [which] would lead either to costly, time-consuming, and unnecessary corrective action or no action for potentially hazardous situations," one auditor noted in his report.

Another concluded that, because they were uninformed about the method, the E.P.A.'s own inspectors had used improper sampling techniques in more than 2,600 private schools in Illinois, Minnesota, and Wisconsin.

Other Findings

In addition, an auditor faulted E.P.A. officials in one region for not attempting to identify the school districts likely to be in noncompliance with the asbestos rule and choosing instead to select sites randomly for compliance investigations.

The auditor also concluded that, "based on past performance, it will take E.P.A. inspectors approximately 36 years to inspect the remaining districts in the region."

Another auditor noted excessive delays in notifying school districts that they had been found to be in noncompliance. The auditor found that it took the E.P.A. up to 226 days to notify some districts of violations of the regulations.

"I am greatly concerned about E.P.A.'s policy regarding the critical issue of asbestos in our nation's schools," said Representative Florio in a Nov. 14 letter to Lee M. Thomas, the agency's administrator. "I unfortunately see no alternative but to call for forceful Congressional action to help protect our nation's schoolchildren and ensure the safety of all school employees."

The auditors' reports covered compliance with the asbestos regulations in the following states: Connecticut, Delaware, the District of Columbia, Illinois, Indiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, New Hampshire, Ohio, Pennsylvania, Rhode Island, Vermont, Virginia, West Virginia, and Wisconsin.

DANGER!
DO NOT ENTER
ASBESTOS
REMOVAL

NEW JERSEY NEWSPHOTOS

A worker removes asbestos from a New Jersey school.

Colleges and Universities Offering Remedial Courses, 1983-84

Institutional Characteristic	Number with freshmen	Institutions: Percent offering one or more remedial courses: Reading, writing, or math	Reading	Writing	Math	Average number of courses offered: Reading	Writing	Math
All institutions	2,785	82	66	73	71	1.9	1.8	2.0
Control								
Public	1,419	94	87	89	88	2.2	2.1	2.5
Private	1,366	70	44	56	53	1.3	1.3	1.3
Type of institution								
2-year	1,295	88	80	78	82	2.2	2.2	2.5
4-year	1,490	78	53	69	61	1.6	1.4	1.5
Admission Criteria								
Open	1,258	91	87	83	85	2.2	2.1	2.5
Liberal	714	72	54	61	64	1.8	1.5	1.5
Traditional	354	80	52	75	55	1.4	1.3	1.4
Selective	459	68	37	62	48	1.5	1.5	1.6

College and University Students Enrolled in Remedial Courses, 1983-84

Institutional Characteristic	Number of freshmen (in millions)	Percent of Students: Freshmen	Remedial reading students	Remedial writing students	Remedial math students	Percent of total freshmen remedial course hours*
All institutions	4.8	100	100	100	100	5.3
Control						
Public	4.1	85	92	91	91	5.8
Private	.7	15	8	9	9	2.8
Type of institution						
2-year	3.0	63	73	70	71	6.1
4-year	1.8	37	27	30	29	4.2
Admission Criteria						
Open	3.1	65	77	74	78	6.6
Liberal	.7	16	13	13	12	4.2
Traditional	.4	9	5	6	5	2.8
Selective	.5	10	4	7	6	3.0

Source: National Center for Education Statistics.

* Estimates based on sum of reported total number of hours taken in remedial reading, writing, and math as a percent of the total number of first-year full-time-equivalent (FTE) students multiplied by 30 hours (assumed FTE hours).

Note—Details may not add to totals because of rounding.

Five Texas universities give remedial students full college credit for courses that teach them to perform at the junior-high-school level, the **Dallas Morning News** *reported this month. Below are 1983-84 data from the National Center for Education Statistics on remedial courses in higher education.*

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GUNS IN SCHOOL

In response to a climate of violence in communities surrounding many inner-city schools, the Detroit school board has voted to install permanent metal detectors at the main entrances to most high schools to deter students from carrying weapons into the schools.

See Page 4.

POWER IN STATES

States will continue to be the centers of action and leadership in the education-reform movement in the 1990's, as the federal government feels the constraints of "deficits, demography, and defense," but the focus will shift to higher education, says the Council of State Governments.

See Page 5.

TEACHER IN ORBIT

The first American teacher scheduled to go into outer space, Sharon Christa McAuliffe, has planned two science lessons that will be broadcast live from the space shuttle, via satellite, to cable and public-television viewers across the nation.

See Page 6.

EDUCATION WEEK

American Education's Newspaper of Record

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Legality of Union's Agency-Shop Fees Weighed by Court

By Tom Mirga

WASHINGTON—Members of the U.S. Supreme Court last week questioned whether a Chicago teachers' union would be unjustly harmed if it were required to modify its procedures for collecting fees in lieu of dues from nonunion teachers.

A majority of the Justices repeatedly asked the two lawyers arguing *Chicago Teachers Union v. Hudson* (Case No. 84-1503) whether they thought the union's rights would be violated if it had to submit evidence supporting the way it calculated the fee to a judge or some other independent ruling authority before it demanded payment from nonmembers.

See related story, page 9.

The Court's ruling in the case, which is expected to be handed down by late spring, could affect union finances by forcing changes in similar "agency-fee" contract provisions in the 17 states with laws that either permit or require such arrange-

Continued on Page 14

KEN WILLIAMS/CONCORD MONITOR

Lou Cartier Jr., a Concord (N.H.) High School dropout who held two students hostage at gunpoint in a school hallway last week, is wheeled into ambulance after being fatally wounded by police. Story on page 4.

House Approves Higher-Education Reauthorization

New Programs Would Aid Teachers and Minorities

By J. R. Sirkin

WASHINGTON—The Democratic-controlled House last week approved a five-year extension of federal programs that provide more than $9 billion annually to college students and higher-education institutions.

In reauthorizing the Higher Education Act of 1965, the House, by a vote of 350 to 67, renewed many programs targeted for elimination by the Reagan Administration, and created several new ones. The White House immediately issued a statement opposing the measure.

The bill, HR 3700, provides $111.5 million for numerous teacher-education programs, including new partnerships between schools and colleges to reduce the dropout rate, demonstration programs for midcareer professionals in fields other than education who want to teach, and pilot internship programs for beginning teachers.

It would also resume federal funding of teacher-development centers, which was eliminated by a 1981 budget-reconciliation measure, and would allow college students who become teachers to defer payments on their student loans for three years.

Still in doubt, however, is whether the Senate legislation, which remains in committee, will contain similar provisions, and whether the Congress will ultimately allocate money for them. Many of the existing teacher-education programs, in particular, have not been funded for years.

$10.6 Billion Authorized

Overall, the House bill authorizes $10.6-billion in fiscal 1987 for programs covered by the act, some $1.3 billion less than current authorization levels. But since the Congress has traditionally spent less than the authorized levels, the bill generally brings spending ceilings more in line with appropriations, rather than reducing spending.

The Congress appropriated $9.3 billion for the higher-education programs this year.

Among the bill's many provisions are measures that tighten the eligibility requirements for student grants and loans but increase the amounts that individual students can receive. Some 90 percent of the funds authorized by the Congress for higher

Continued on Page 10

U.S. Seeks 'Preferred' Status for Military Recruiters in Schools

By Blake Rodman

In an unprecedented move, the U.S. Justice Department is arguing in an "equal access" suit against the Atlanta public schools that military recruiters should have "preferred access" to the schools for "compelling" reasons of national defense.

Both Justice Department officials and lawyers familiar with the suit—brought last year by peace activists who contend they are illegally denied access to the schools to counter military recruiting—say the department has never before intervened in a school suit of this type or made a national-security argument for the military's right to access to the public schools.

Federal lawyers, the peace activists, and school-system lawyers have requested that the federal judge in the case rule on its merits without a trial. His summary judgment is expected in the next few weeks.

The case dates from last year, when 10 peace activists and the Atlanta Peace Alliance filed suit in U.S. District Court challenging the Atlanta Board of Education's policy of allowing U.S. Navy, Army, Air Force, and Marine recruiters into the city's 22 high schools, but not peace advocates.

The activists assert that the policy denies high-school students access to information regarding the "reality of military life" and "alternatives to military service and the draft" in violation of the First Amendment.

In addition, they contend that the policy violates their First Amendment rights to freedom of speech and their 14th Amendment rights to equal protection under the law.

Last March, the Justice Department, "in order to protect [the federal government's] interest in preserving access to the public schools for military recruitment," sought, and was granted, permission by the court to intervene in the case on the side of Atlanta school officials.

In papers filed with the court, the depart-

Continued on Page 15

Cuomo: A Job 'Guarantee' for Graduates

By Alina Tugend

In an effort to combat New York's high dropout rate, Gov. Mario M. Cuomo plans to initiate an ambitious project to "guarantee" a private-sector job for every New York high-school graduate who wants one, beginning next year, according to the Governor's education aide.

The plan, which is expected to be outlined in the Governor's state-of-the-state message next month, will "say to each graduate, 'There will be a job for you at the time you graduate,'" said the aide, Cornelius Foley.

The proposal is aimed at lowering the current statewide dropout rate of 25 percent. In New York City, the nation's largest school district, the rate is 40 percent.

Although other states—among them Delaware, Massachusetts, Ohio, and Tennessee—have initiated strong efforts to link schools and private-sector employers, ex-

Continued on Page 12

IN SUMMARY

An Appeal in Denver
Reaffirming its opposition to additional busing or mandatory student reassignment, the Denver Board of Education has decided to appeal a judge's refusal to declare city schools integrated. **Story on Page 5.**

Teaching About AIDS
Classroom instruction on acquired immune deficiency syndrome will be provided for high-school students in New York City and students at a Chicago elementary school. **Story on Page 8.**

Untangling Cause and Effect
Researchers at The Johns Hopkins University have received a major grant to continue a child-development study focusing on the relationship of home and school. **Story on Page 8.**

A Case With Antebellum Origins
The U.S. Supreme Court has agreed to hear a complex case, brought by 23 Mississippi counties, that centers on equitable distribution of resources for education. **Story on Page 9.**

A Challenge to Chapter 2
A group championing the separation of church and state has filed a suit challenging the constitutionality of distributing Chapter 2 block-grant funds to religious schools. **Story on Page 9.**

Continuing the Summit Dialogue
On a visit to a Maryland high school, President Reagan encouraged students to participate in people-to-people exchanges with their peers in the Soviet Union. **Story on Page 9.**

New Support for Vouchers
Officials of the U.S. Catholic Conference are expected to reverse their previous position and recommend that the organization endorse the Administration's voucher plan for Chapter 1 aid. **Story on Page 9.**

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THE WEEK

FEDERAL

Bennett Urges Assessments in Higher Education

Secretary of Education William J. Bennett last week called on colleges and universities to establish methods to assess their own performance and to evaluate student achievement in virtually all disciplines.

Mr. Bennett, who has advocated increased accountability in higher education since assuming office in February, suggested that such tests would also help institutions sharpen their goals. The current emphasis on testing in elementary and secondary education, which Mr. Bennett has also supported, has these same objectives.

The Secretary's statement came in a Dec. 2 speech in New Orleans to the Southern Association of Colleges and Universities.

Responding to concerns that widespread testing would harm education by leading instructors to "teach to the test," Mr. Bennett said, "The institution must set goals, it must articulate a vision, it must delineate standards. And then it is quite all right to teach to those goals and standards. When a college or university does that, it does nothing shameful."

Budget Director Sets 1987 Target For Debt Reduction

James C. Miller 3rd, director of the Office of Management and Budget, said last week that he would prepare a fiscal 1987 budget for the federal government with a deficit of no more than $144 billion—about $60 billion less than the current total.

That figure equals the deficit target required by the controversial budget-balancing legislation, the Gramm-Rudman-Hollings amendment, now pending in the Congress.

Administration budget analysts and education lobbyists said it is unclear whether, or how much, elementary- and secondary-education budgets would be cut to meet this deficit goal.

The Education Department has reportedly drafted a $16.6-billion budget for the 1987 fiscal year—which begins next Oct. 1—without significant cuts in precollegiate-aid programs. The Congress is likely to approve an $18.4-billion budget for the department this year.

At a meeting sponsored by the American Enterprise Institute, a conservative policy and research group, Mr. Miller said he expected the 1987 budget to come in "at a $144-billion deficit maximum, whether we have Gramm-Rudman-Hollings or not."

The O.M.B. is now reviewing agencies' 1987 budget submissions before sending the entire federal spending plan to the President for final approval early next year.

NATIONAL

National Board Will Assess Education In Mathematics

The National Research Council, the operating arm of the National Academy of Sciences and the National Academy of Engineering, has created a new board on mathematics education to assess and strengthen math instruction in the nation's schools.

The board was formed, according to the council, in response to numerous national studies noting declining scores on standardized math tests, decreased high-school graduation requirements in math, and severe shortages of qualified math teachers in some states.

A principal goal of the board will be to identify the math skills needed by students "preparing to work at all levels of an information-intensive, high-technology society," according to the council.

The board—chaired by Shirley A. Hill, professor of mathematics and education at the University of Missouri-Kansas City—will produce research studies, hold national and regional symposia, and sponsor teacher-assistance programs and related activities. It will also work with business, industry, and federal, state, and local agencies to improve math instruction.

Teachers Blame Permissive Parents For Education's Ills

A majority of teachers surveyed in a new poll attribute many of the problems afflicting the nation's public schools to parents who are too permissive and not sufficiently involved in their children's education.

Eighty-seven percent of the 1,172 elementary- and secondary-school teachers responding to the survey, conducted for *Parade Magazine* by Mark Clements Research Inc. and published in the magazine this month, said they felt parents are too permissive.

When asked what would help them do a better job, teachers most frequently cited better student attitudes toward learning. The second most frequently cited factor was more parental involvement at home.

The teachers polled said they often find that parents are "not at home" to discuss their children's school-related problems and do not create a home environment conducive to learning.

Just over half said the recent spate of state-level education reforms has not improved the education that students receive. And 20 percent said increased standards have actually led to higher dropout rates.

The biggest problem students pose for teachers, according to the poll, is apathy.

STATES

Illinois School Boards Vote To Oppose Consolidation Efforts

The Illinois Association of School Boards, which represents 900 local boards, has voted to oppose future attempts by the legislature, the governor, or the state board of education to require school districts to reorganize or consolidate.

Citing research that links student achievement to high-school size, Ted Sanders, state superintendent of schools, has called for both types of change.

The resolution approved by the association opposes reorganization or consolidation plans based on enrollment, geographical location, district size, or organization patterns. The resolution notes, however, that the group favors such efforts if they are designed to improve instruction.

Bill Would Bar Students Convicted Of Violent Crimes

Two South Carolina lawmakers have introduced a bill to permanently bar from public or private school juveniles who have been convicted of murder or sexual assault.

Senator John Courson said he and Representative Joyce Hearn proposed the measure in response to the rape this fall of a Columbia, S.C., high-school student by a classmate who previously had been convicted on similar charges.

The bill would require students under age 21 who were convicted of murder, sexual assault, or attempted first-degree sexual assault to be educated by the state department of youth services. Juvenile offenders who had been released from corrections facilities could attend department programs daily or could be tutored at home, Senator Courson said.

About 40 to 50 students enter the state's juvenile-justice system each

1986 Education Budget Goes to Reagan

The Congress last week cleared for President Reagan's signature a bill appropriating nearly $18.5 billion for the Education Department in fiscal 1986—about $600 million below the agency's final 1985 budget. Mr. Reagan is expected to sign the bill, HR 3424, which allocates more than $100 billion for the departments of Labor, Health and Human Services, and Education. At right are the details of the education budget.

Footnotes for the U.S. Education Department Budget

[1] Note: The 1986 continuing resolution provides that the Education Department shall operate at the 1985 appropriation level except for Indian education, which shall operate at the lower of the 1986 appropriation level or the House 1986 allowance.
[2] The appropriation is in the Interior bill.
[3] 1986 Senate bill represents committee action.
[4] 1986 conference action shown is the 1986 Senate level; conference action has not yet occurred.
[5] Excludes $95,000 thousand necessary to cover Pell grants costs for academic year 1985-86.
[6] Adjusted for comparability. Excludes $1,500 thousand for data-processing services, which is transferred to Salaries and Expenses in 1986.
[7] Does not reflect re-estimate from midsession review of $3,105,460 thousand for Guaranteed Student Loans.
[8] Does not reflect reductions required by Section 515 of the Treasury-Postal Service Appropriations Act, 1986.
[9] Does not reflect re-estimate from midsession review of $86,104 thousand.
[10] Does not reflect re-estimate from midsession review of $3,103,460 thousand for Guaranteed Student Loans and $86,104 thousand for Salaries and Expenses.
[11] Note: Because some higher-education and other Education Department programs have been omitted, the total does not exactly reflect the line items in this table.

Source: Education Department.

House Votes Extension of Higher-Education Laws

Continued from Page 1

education now support grants and loans for students.

The bill would also create new programs or modify existing ones to benefit nontraditional, minority, and disadvantaged students, including a new $110-million program to strengthen historically black colleges and universities, and $45.7-million for institutions that serve the highest percentage of black, Native American, Alaskan, Hawaiian, or Pacific Basin students.

Major Themes

The bill is a product of the House Education and Labor Committee and its postsecondary education subcommittee, both of which have traditionally been friendly to the education community.

The Education Department did not participate in committee hearings, having announced this past September that it would wait until Mr. Reagan submitted his fiscal 1987 budget in January to suggest changes in the act.

According to the committee report, the House bill attempts to target aid to the neediest students, lessen their debt load, and provide for better collection mechanisms to reduce loan-default rates.

"It's not a shrinking of the federal role by any means," said Peter J. Gossens, the director of governmental relations for the National Association of Independent Colleges and Universities, "but it's not the expansion of the federal role that previous reauthorizations have been."

The House amended the committee bill only slightly, beating back an amendment offered by Representative Steve Bartlett, Republican of Texas, that would have frozen appropriations at current levels for all but the student-aid programs.

Senate Action Pending

The Senate, however, is not expected to treat higher education so kindly.

"The Senate is going to do some vastly different things," said Becky Timmons, a governmental-relations specialist with the American Council on Education. "They're going to write a very lean bill."

She added, however, that while it is "not clear if the Republicans will make exceptions for any previously nonfunded programs, if they do, it will be for the teacher-education programs."

The Senate is scheduled to begin markup of a bill on Dec. 12, but is not expected to approve a package until next spring.

The act must be extended by Sept. 30, 1986, or it expires.

Major Provisions

Major provisions of the House bill include:

- **Student Eligibility:** The bill requires all students who apply for Guaranteed Student Loans to submit to a needs-analysis test, regardless of their family's income. The current law exempts students whose families earn less than $30,000 from such a test.

It also establishes a single needs-analysis test for all federal student-aid programs except the State Student Incentive Grant Program. The test is based primarily on the method now used to determine need for the three campus-based programs.

Under the bill, students who attend college less than half time would gain eligibility for all federal loan programs except the G.S.L., but only students 23 years old or older would be able to declare themselves financially independent of their families.

The bill also requires that all students demonstrate their eligibility for Pell grants in order to be eligible for National Direct Student Loans.

- **Grant and Loan Limits:** The bill raises the maximum award for Pell grants from $2,100 to $2,300 in fiscal 1987, and by an additional $200 for each year of the reauthorization. In addition, it limits a student's grant to no more than 60 percent of the cost of attending school in a given year.

But the bill also raises the amount that many students can borrow. Juniors and seniors, for example, could apply for a $5,000 G.S.L., which is twice the current ceiling on such loans.

The bill raises the maximum Supplemental Educational Opportunity Grant from $2,000 to $4,000 in fiscal 1987; the maximum State Student Incentive Grant from $2,000 to

Continued on Following Page

DATABANK

Proposed 1986 Education Budget

		FY 1986			
	FY 1985 Enacted	President's Amended Request	House Bill	Senate Bill	Conference
			(in thousands)		
COMPENSATORY EDUCATION FOR THE DISADVANTAGED					
Grants for the Disadvantaged (Chapter 1):					
Basic grants:					
Grants to local education agencies	$3,200,000	$3,200,000	$3,200,000	$3,200,000	$3,200,000
State agency programs:					
Migrant	264,524	222,976	264,524	264,524	264,524
Handicapped	150,170	150,170	150,170	150,170	150,170
Neglected and delinquent	32,616	32,616	32,616	32,616	32,616
State administration	35,607	35,607	35,607	35,607	35,607
Evaluation and technical assistance	5,246	5,246	5,246	5,246	5,246
Total, Chapter 1	**3,688,163**	**3,646,615**	**3,688,163**	**3,688,163**	**3,688,163**
Migrant education:					
High School equivalency program	6,300	—	6,300	6,300	6,300
College assistance migrant program	1,200	—	1,200	1,200	1,200
TOTAL, compensatory education programs	**3,695,663**	**3,640,615**	**3,695,663**	**3,695,663**[1]	**3,695,663**
IMPACT AID					
Maintenance and operations:					
Payments for 'a' children	513,000	513,000	513,000	513,000	513,000
Payments for 'b' children	130,000	—	130,000	79,000	130,000
Special provisions	22,000	20,000	22,000	20,000	22,000
Disaster assistance	10,000	10,000	10,000	10,000	10,000
Construction	20,000	—	20,000	10,000	20,000
TOTAL, impact aid	695,000	543,000	695,000	632,000	695,000
SPECIAL PROGRAMS					
Improving School Programs (Chapter 2):					
State block grants	500,000	500,000	500,000	500,000	500,000
Secretary's discretionary fund:					
Inexpensive book distribution	7,000	7,000	7,000	7,000	7,000
Arts in education	3,157	3,157	3,157	3,157	3,157
Alcohol and drug abuse education	3,000	3,000	3,000	3,000	3,000
Law-related education	2,000	2,000	2,000	2,000	2,000
Other discretionary programs	16,752	16,752	16,752	16,752	16,752
Total, Chapter 2	**531,909**	**531,909**	**531,909**	**531,909**	**531,909**
Science and mathematics education:					
State grants	90,100	90,100	—	81,090	45,050
Secretary's discretionary fund	9,900	9,900	—	8,910	4,950
Excellence in education	5,000	—	5,000	2,500	2,500
Magnet schools assistance	75,000	—	75,000	75,000	75,000
Women's educational equity	6,000	—	6,000	6,000	6,000
Training and advisory services	24,000	16,000	24,000	24,000	24,000
General assistance for the Virgin Islands	2,700	—	2,700	5,000	5,000
Territorial teacher training	2,000	—	2,000	2,000	2,000
Ellender fellowships	1,500	—	1,500	1,700	1,700
Follow through	10,000	—	7,500	7,500	7,500
Leadership in educational administration	—	—	—	10,000	7,500
TOTAL, special programs	**758,109**	**647,909**	**655,609**	**755,609**	**713,109**
INDIAN EDUCATION					
Payments to local educational agencies (LEA's) and non-LEA's	50,323	50,323	50,323	50,323	50,323
Special programs for Indian students	11,760	11,760	12,000	11,760	11,760
Special programs for Indian adults	2,940	2,940	3,000	2,940	2,940
Program administration:					
Salaries and expenses	2,156	2,110	2,110	2,110	2,110
National advisory council	225	223	223	223	223
TOTAL, Indian education	67,404[2]	67,356	67,656[2]	67,356[3]	67,356[4]
BILINGUAL EDUCATION					
Bilingual education:					
Bilingual programs	95,099	104,165	95,099	100,000	95,099
Support services	10,600	11,100	10,600	11,000	10,600
Training grants	33,566	24,000	33,566	28,300	33,566
Bilingual vocational training	3,686	3,686	3,686	3,700	3,686
Emergency immigrant education	30,000	—	30,000	—	30,000
TOTAL, bilingual education	**172,931**	**142,951**	**172,951**	**143,000**	**172,951**
EDUCATION FOR THE HANDICAPPED					
State grants:					
State grant program	1,135,145	1,135,145	1,135,145	1,215,550	1,215,550
Preschool incentive grants	29,000	29,000	29,000	30,000	30,000
Special-purpose funds:					
Deaf-blind centers	15,000	12,000	15,000	15,000	15,000
Severely handicapped projects	4,300	4,300	4,300	5,000	5,000
Early-childhood education	22,500	22,500	22,500	24,000	24,000
Secondary and transitional services	6,330	6,330	6,330	6,600	6,600
Postsecondary programs	5,300	5,300	5,300	5,500	5,500
Innovation and development	16,000	16,000	16,000	17,000	17,000
Media services and captioned films	16,500	16,500	16,500	17,500	17,500

	FY 1985 Enacted	FY 1986 President's Amended Request	FY 1986 House Bill	FY 1986 Senate Bill	FY 1986 Conference
	(in thousands)				
Regional resource centers	6,000	6,000	6,000	6,300	6,300
Recruitment and information	1,025	1,025	1,025	1,110	1,110
Special-education personnel development	61,000	50,000	61,000	64,000	64,000
Special studies	3,170	2,000	2,000	3,440	3,440
TOTAL, education for the handicapped	**1,321,270**	**1,306,100**	**1,320,100**	**1,411,000**	**1,411,000**
REHABILITATION SERVICES AND HANDICAPPED RESEARCH					
Basic state grants	**1,100,000**	**1,100,000**	**1,100,000**	**1,190,000**	**1,180,000**
Special-purpose funds:					
Client assistance	**6,300**	**6,300**	**6,300**	**6,700**	**6,700**
Innovation and expansion	**—**	**—**	**—**	**9,000**	**9,000**
Service projects	**33,516**	**28,300**	**32,000**	**40,000**	**40,000**
Helen Keller National Center for Deaf-Blind Youths and Adults	**4,200**	**4,200**	**4,200**	**4,300**	**4,300**
Independent living	**27,000**	**22,000**	**27,000**	**39,030**	**39,000**
Training	**22,000**	**15,000**	**22,000**	**27,000**	**27,000**
National Institute of Handicapped Research	**39,000**	**39,000**	**41,000**	**44,000**	**44,000**
Evaluation	**2,000**	**600**	**600**	**2,000**	**2,000**
TOTAL, rehabilitation services and handicapped research	**1,234,016**	**1,215,400**	**1,233,100**	**1,362,030**	**1,352,000**
VOCATIONAL AND ADULT EDUCATION					
Vocational education:					
State programs:					
Basic grants	784,503	716,136	782,503	782,203	782,381
Community-based organizations	—	—	—	15,000	7,500
Consumer and homemaker education	31,633	—	31,633	31,633	31,633
State councils	7,000	7,000	7,000	7,300	7,300
National programs:					
Research	5,935	6,178	—	—	7,700
Data systems	2,243	2,000	—	—	2,300
Permanent appropriation	7,148	7,148	7,148	7,148	7,148
Adult education:					
Grants to states	101,963	100,000	101,963	100,000	101,963
TOTAL, vocational and adult education	**940,425**	**838,462**	**940,425**	**953,462**	**947,925**
STUDENT FINANCIAL ASSISTANCE					
Pell grants:					
Academic-year program	**3,612,000[5]**	**2,691,000**	**3,612,000**	**3,538,000**	**3,568,000**
Shortfall, 1983	**250,000**	**—**	**—**	**—**	**—**
Supplemental educational opportunity grants	**412,500**	**—**	**412,500**	**412,500**	**412,500**
Work-study	**592,500**	**850,000**	**592,500**	**592,500**	**592,500**
Direct loans:					
Federal capital contribution	**192,482**	**—**	**189,482**	**190,000**	**190,000**
Teacher cancellations	**25,000**	**28,000**	**28,000**	**28,000**	**28,000**
State student incentive grants	**76,000**	**—**	**76,000**	**76,000**	**76,000**
TOTAL, student financial assistance	**5,160,482**	**3,569,000**	**4,910,482**	**4,837,000**	**4,867,000**
GUARANTEED STUDENT LOANS					
Guaranteed student loans	3,077,977[6]	2,714,482[7]	2,714,482	3,300,000	3,300,000
Supplemental for 1985 costs	206,534	—	—	—	—
Supplemental for 1984 costs	513,812	—	—	—	—
TOTAL, guaranteed student loans	**3,798,323[6]**	**2,714,482[7]**	**2,714,482**	**3,300,000**	**3,300,000**
EDUCATIONAL RESEARCH AND STATISTICS					
National Institute of Education	51,231	51,231	51,231	51,231	51,231
National Center for Educational Statistics	8,747	8,747	8,747	8,747	8,747
TOTAL, educational research and statistics	**59,978**	**59,978**	**59,978**	**59,978**	**59,978**
LIBRARIES					
Public-library services	**75,000**	**—**	**75,000**	**75,000**	**75,000**
Public-library construction	**25,000**	**—**	**23,680**	**25,000**	**25,000**
Inter-library cooperation	**18,000**	**—**	**18,000**	**18,000**	**18,000**
Library literacy programs	**—**	**—**	**—**	**5,000**	**5,000**
Training and demonstrations:					
Library career training	**640**	**—**	**640**	**640**	**640**
Library research and demonstrations	**360**	**—**	**360**	**360**	**360**
Research libraries	**6,000**	**—**	**6,000**	**6,000**	**6,000**
TOTAL, libraries	**125,000**	**—**	**123,680**	**130,000**	**130,000**
SALARIES AND EXPENSES					
Postsecondary education	82,088[8]	79,564	—	—	79,564
Other education programs	601,100[8]	58,658	—	—	58,658
Executive direction	100,487[8]	85,935[9]	—	—	87,645
Undistributed salaries and expenses	—	—	224,157	225,867	—
TOTAL, salaries and expenses	**242,675[8]**	**224,157**	**224,157**	**225,867**	**225,867**
OFFICE FOR CIVIL RIGHTS					
Office for civil rights	**45,000[8]**	**44,181**	**44,181**	**45,000**	**44,580**
OFFICE OF THE INSPECTOR GENERAL					
Office of the inspector general	**15,812**	**15,281**	**15,281**	**15,312**	**15,312**
EDUCATION AND RESEARCH OVERSEAS					
Rehabilitation research	—	—	—	—	—
Education activities overseas	—	—	—	—	—
TOTAL, education and research overseas	**—**	**—**	**—**	**—**	**—**
TOTAL, DEPARTMENT OF EDUCATION[11]	**18,078,024**	**15,881,868[10]**	**17,801,819**	**18,347,829[1]**	[illegible]

Continued from Preceding Page

$3,000; and the maximum National Direct Student Loan from $3,000 to $5,000 for freshmen and sophomores, and from $6,000 to $10,000 for juniors and seniors.

It also permits schools to use up to 25 percent of their College Work Study funds for student employment in the private sector, and raises their matching requirement under this program from 20 percent to 25 percent in 1989, and to 30 percent in 1990.

- **Repayment:** The bill extends the grace period for loan repayment from six to nine months. For students who teach in elementary or secondary schools, the grace period is extended to three years. (The committee had approved a grace period for teachers of five years, but it was amended on the House floor.)

Students with debts that exceed $7,500 would be able to consolidate their loans under the terms of the bill, but the interest rate on G.S.L.'s would be raised in the fifth year of repayment from 8 to 10 percent.

- **Minorities:** The bill provides $20 million in 1987 to encourage minorities to enter graduate school.

It also authorizes $12 million in 1987 for three science-improvement programs—two of which are new—targeted for minority students.

The new programs would provide support services for minority students in science and engineering programs at colleges with at least 10 percent minority enrollment, and would help institutions reduce barriers to the entry of minorities into scientific and technical fields.

- **Continuing Education:** In a wholesale revision of Title I of the act, the reauthorization bill would provide $30 million for a new four-year grant program for institutions to develop programs for nontraditional students. It would also provide funds to establish support and counseling services for such students.
- **Libraries:** The act directs all funds for libraries to those colleges that need special help to build their collections.

Nearly a dozen programs designed to improve the recruitment, retention, and training of teachers are included in the bill. Many had been submitted to the House earlier as individual bills. Some were previously authorized, but under different statutes.

According to the committee bill, the programs are intended to "move toward a long-term linkage between the higher-education community and the local elementary and secondary schools, their teachers, and their students in K through 12 classrooms."

The major teacher-education initiatives include:

- **Funds to Institutions:** The bill lifts a restriction that funds for teacher training can be granted only to colleges with existing education departments.

It permits community and technical colleges, which typically are not fully accredited in teacher education, to receive such funds if they establish consortia with accredited four-year institutions.

- **Midcareer Teacher Training:** An amended version of HR 2805—a bill submitted by Representative Rod Chandler, Republican of Washington, that would provide grants to schools with education departments to train midcareer, nontraditional students with college degrees to become teachers—was included in the reauthorization. The measure is authorized for four years at a funding level of $4 million.

The House bill directs the secretary of education to choose one school a year from each of 10 regions for these "demonstration projects." HR 2805 would have limited the program to individuals preparing to teach mathematics and science.

- **School-Partnership Programs:** The bill authorizes the secretary of education to make grants to universities and high schools that form partnerships with business, labor, industry, and other groups, to address the dropout problem.

Based on HR 2557, introduced by Representative Mervyn Dymally, Democrat of California, this program has been authorized at $20 million, and would begin in 1987.

It would operate year round, with 65 percent of the funds spent during the school year. Preference would be given to programs for "at-risk" students.

- **Teacher Academy Demonstration Projects:** A program designed to determine whether an extra year of preservice work would help prepare new teachers for the classroom is included in the bill. In fiscal 1987, $7.5 million is authorized for such projects; it directs the secretary of education to make grants to schools of education in conjunction with one or more school districts.
- **Professional-Development and Leadership Programs:** A modified version of HR 1352, submitted by Representative William D. Ford, Democrat of Michigan, this program authorizes the secretary to make $20 million in grants to local education agencies for professional-development resource centers for teachers.

The program, phased out in the omnibus 1981 budget-reconciliation measure, was funded at $13 million in 1980. It funds year-round development programs and activities designed by teachers.

The reauthorization bill requires the secretary to fund one new program a year in each state. It also transfers authorization of the Leadership in Education and Administrative Development Program—which was approved by the 98th Congress—to the Higher Education Act. Authorized for 1987 at $20 million, it funds centers for principals, superintendents, and other school administrators.

- **Teacher Scholarships and Fellowships:** The Carl D. Perkins Scholarship program is also transferred to the act and renamed the Congressional Teacher Scholarship Program. Enacted by the 98th Congress, the program is authorized at $20 million for 1987.

Also transferred is the National Talented Teacher Fellowship program, authorized at $2 million.

- **Research, Assessment, and Planning:** The bill encourages the Education Department to make a greater effort in research and data collection. It directs the secretary to annually assess current and future teacher supply-and-demand patterns, with particular attention to the effect of state competency tests on minorities.

It also directs the department to gather information on new and emerging specialties and technologies, academic subjects, and occupational areas requiring vocational training.

It would require every state education agency to establish a task force on teacher training before it could be eligible for teacher-education funding under the act.

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THIS WEEK'S FORUM: PAGE 20

IN THE SCHOOLS

Charging that public schools have a "dismal" record of educating blacks, an advocacy group for the welfare of black children says that the expansion of school-based child-care programs will reinforce educational and social inequalities.

See Page 5.

IN THE MIDDLE

Noting that there are support programs for the best students and the worst, a New York foundation is supporting a business-college partnership designed to provide career counseling and help for the disadvantaged students in the middle.

See Page 4.

IN THE STATES

Education Week begins "State Capitols" in this issue—a new section that will monitor the progress of education initiatives in the legislatures.

See Page 6.

EDUCATION WEEK

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THE NEW YORK TIMES

Gov. Thomas H. Kean of New Jersey called for a new formula for allocating compensatory school aid in his state-of-the-state address. Story on page 7.

Dissent Emerges Within Holmes Group

By Blake Rodman

Eight education deans belonging to the reform-minded Holmes Group Consortium have circulated a memorandum critical of the group's "wholesale adoption of a single approach" to teacher education.

The Holmes group, which began meeting in 1983, is an informal coalition of 39 deans from some of the nation's largest and most prestigious universities, whose goal is to increase the rigor and challenge of teacher-training programs.

The critical memorandum comes as the consortium prepares to broaden its membership by inviting deans from 120 selected institutions to join efforts to secure the adoption of its comprehensive reform agenda.

"While there is much in the present set of Holmes-group recommendations that deserves praise," the dissenting deans state in their memorandum, "we are dismayed by the rush to narrow the reform agenda, by the wholesale adoption of a single approach

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Programming Focus Misplaced, Experts Say

Computers: A Change of Course?

By William Snider

Just when states and school districts have begun to commit themselves to increasing students' "computer literacy," a growing number of dissenters are arguing that the emphasis on programming instruction typical of such efforts is misplaced.

Their views are supported by new research findings that appear to undercut two long-standing arguments for programming: that it enhances students' higher-order thinking skills and that it will be an essential employment skill.

"We may well have peaked in terms of how much programming will be taught at the precollegiate level," said David Moursund, chief executive officer of the International Council for Computers in Education.

"That was a phase we went through," he added, "but that's not the best way to use students' time or resources. As we get applications packages and realize their power, we're switching away from using programming as the primary vehicle for getting students involved in computing."

"It was convenient to create something called 'computer literacy' that didn't require computers," said Christopher J. Dede, a futurist at the University of Houston. "You could talk about the history of computers and the impact of computers on society. It became a way to involve districts with computing without requiring large amounts of hardware."

'Computer literacy' should give way to applications, some argue.

Today, however, with more than one million computers in U.S. schools and sophisticated, pre-packaged software avail-

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In the States and in Washington: The Season of Testing Priorities

Flood of Reforms Slowing; Continued Support Seen

By J. R. Sirkin

As state legislatures around the nation convened this month and governors began to outline their budget priorities, the push to reform the nation's schools appeared to be holding its own, despite uneven economic conditions and the press of other concerns.

But while education remains a top priority in the states and many are likely to raise spending for it despite generally tight budgets, the flood of costly reform measures that characterized the past few years has slowed to a trickle.

And much of the new spending by the states this year will be eaten up by enrollment increases and inflation, experts say.

Although some states seem likely to fund new programs, in many cases the programs were created by previous legislatures. Only a few states, such as Connecticut, appear poised to enact major new reform initiatives, while others that have yet to act find themselves constrained by fiscal pressures.

In states where omnibus reform measures have already been approved, lawmakers face large continuing financial commitments, while pressures mount to shift attention to other state services ig-

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First Gramm-Rudman Cuts To Cost E.D. $170.9 Million

By James Hertling

WASHINGTON—Education Department spending will be cut by $170.9 million this year in the first wave of budget reductions resulting from landmark deficit-cutting legislation, federal officials announced last week.

That cut was part of an $11.7-billion governmentwide spending reduction for this year detailed in a joint report issued by the White House and Congressional budget offices, as mandated by the Gramm-Rudman-Hollings balanced-budget law.

All domestic programs not specifically exempted by the new law will be reduced by 4.3 percent, accounting for half of the $11.7-billion cut; military spending will be slashed by 4.9 percent.

Most education programs will not feel the

Continued on Page 10

E.D. Auditor Queries Contract Award to Ex-Agency Official

By Alina Tugend and James Hertling

WASHINGTON—An Education Department contract that could bring a firm headed by the former chief of the agency's office for civil rights as much as $250,000 annually over the next three years may be unnecessary, contrary to Congressional intent, and "politically tainted," an internal department memorandum charges.

The contract—to provide technical assistance to state and local agencies on procedures for complying with the Education for All Handicapped Children Act of 1975, P.L. 94-142—has been requested by the department's office of special education and rehabilitative services. Its recipient would be Martin H. Gerry, now a Washington lawyer and head of the Fund for Equal Access to Society, a nonprofit consulting firm.

Mr. Gerry also serves as counsel to the House Wednesday Group, a coalition of moderate House Republicans. He was director of the civil-rights office in the former

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IN SUMMARY

'Career Beginnings'
A New York foundation is launching an effort to help "average" disadvantaged youths develop the social and professional skills needed for college or productive careers. **Story on Page 4.**

After the Flood
Districts in 28 West Virginia counties are recovering from the severe flooding last fall that left an estimated $7 million in damage to schools. **Story on Page 4.**

Live From Outer Space
The nation's first "teachernaut" is scheduled to blast into orbit aboard the shuttle Challenger Saturday and to teach two lessons from space next week beamed via satellite to U.S. classrooms. **Story on Page 4.**

Reinforcing Inequalities
A report by a national child-advocacy group charges that public schools have a poor record of educating blacks and warns against school-based child-care programs. **Story on Page 5.**

'Behaving Very Badly'
Secretary of Education William J. Bennett has accused the nation's two main teachers' unions of exploiting the reform movement to benefit their members. **Story on Page 8.**

Education Versus Indoctrination
Undersecretary of Education Gary L. Bauer has told publishers that many American textbooks deal too superficially with "the intrinsic nature of totalitarian governments." **Story on Page 8.**

Getting Tough Gradually
Delegates at the National Collegiate Athletic Association's annual convention have voted to keep their new freshman-eligibility rules, but to phase them in over a two-year period. **Story on Page 14.**

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FORUM
"Tracking the Reforms, Part 10: Special Schools"; "Finding Excellence in the Arts"; Education Commission of the States **Statement on Page 20**

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THE WEEK

FEDERAL

Administration Won't Take Part In Free-Speech Suit

The U.S. Supreme Court told the Reagan Administration last week that its lawyers would not be allowed to participate in arguments in a case stemming from the suspension of a Tacoma, Wash., high-school student for delivering a speech containing sexual innuendos at a student assembly.

Last month, the Administration—which has strongly promoted a return to "traditional" values in education—asked the Court to allow its lawyers to offer the argument that "school officials have a reasonable basis for prohibiting the use of indecent language at school assemblies." Federal district and appeals courts have ruled that the three-day suspension meted out to the student violated his First Amendment right to freedom of speech.

The case, *Bethel School District No. 403 v. Fraser* (Case No. 84-1667), has yet to be scheduled for argument.

In papers filed with the Court, the Administration said that "public schools have long been viewed as a means of inculcating basic values, including standards of civility and decency in speech."

"The authority of school officials to condemn indecent speech should not be less than their authority to condemn the use of racial epithets or religious slurs," it said.

In other action, the Court turned down a request to review *School Board of Pinellas County, Fla. v. Manecke*, (No. 85-947), which stems from the efforts of parents to place their mildly brain-damaged daughter in a residential center. Last June, a federal appeals court ruled that the Maneckes had not been provided with a due-process hearing within 45 days of the filing of their complaint as required by federal regulations.

NATIONAL

N.E.H. To Award Stipends to Teachers For Summer Study

The National Endowment for the Humanities has begun taking applications for its "summer-seminar program," in which some 750 high-school teachers and 672 college instructors will receive grants for specialized study with "a community of scholars" at various U.S. universities.

The stipends, ranging from $1,700 to $3,000, will allow recipients to attend one of 56 summer seminars for college teachers and 50 for high-school teachers.

Seminar participants will focus on significant humanities texts related to a specific topic, according to the N.E.H. The seminars for precollegiate educators include topics ranging from the plays of Eugene O'Neill to the making of the U.S. Constitution.

"Each seminar creates a small community of scholars," said John Agresto, acting chairman of the N.E.H. "They are designed to foster intellectual growth and rekindle the intellectual excitement that characterizes good teaching."

The seminars for high-school teachers are limited to 15 participants each and will last four to six weeks.

Teachers must apply by March 1. Additional information about the program, including a list of all seminars and eligibility requirements, is available from the Public Affairs Office, N.E.H., 1100 Pennsylvania Ave., N.W., Room 409, Washington, D.C. 20506; or call (202) 786-0438.

STATES

Proposal To Reduce Paperwork Urged In Tennessee

The Tennessee Board of Education will vote this week on ways to reduce paperwork for teachers and principals, based on the recommendations of a special task force created by the board's chairman, Nelson C. Andrews.

Mr. Andrews formed the task force last fall after educators complained that excessive paperwork generated by the state's education reforms was "strangling" them, said Thomas Cannon, president of the Tennessee Education Association.

A new "basic skills first" program, for example, was designed to make teaching mathematics and reading in grades 1-8 more uniform by giving teachers model curriculum guides and asking them to test students' skills on a regular basis.

But according to Mr. Cannon, teachers were required to complete so much paperwork under the new program and to test students so often that they "were spending more time documenting than they were teaching."

The six-member task force—including Mr. Andrews, Mr. Cannon, the state superintendent of schools, and three legislators—has recommended that students be tested less often but more comprehensively each time, and that record-keeping under the program be reduced substantially.

It also has recommended streamlining the local performance evaluations of teachers conducted under the state's new career-ladder program.

Kean Vetoes Aid for Gifted and Talented

Gov. Thomas H. Kean of New Jersey has vetoed a bill mandating special programs for gifted and talented students in all the state's school districts, saying the cost—nearly $10 million annually—would necessitate cutbacks elsewhere in the education budget.

"I strongly support the concept" of aid for gifted and talented students, Governor Kean said in a veto message. But the program should be considered as part of the budget process so that "its priority in relation to other important educational programs [can be] determined," he said.

While many states provide grants to fund gifted-and-talented programs, the New Jersey bill was unusual because it took a "categorical approach" to funding, said Dennis Crowley, a legislative liaison in the state education department.

Under the bill, districts would have been required to search out gifted and talented students and propose individualized curricula to meet their needs.

The cost of the bill in its early drafts exceeded $30 million, but the legislature scaled it back before final passage, in part by restricting aid to intellectually gifted students and excluding those who excel in artistic, social, and physical areas, Mr. Crowley said.

Board Says State Should Stop Hiring Student Bus Drivers

The National Transportation Safety Board has recommended that school officials in North Carolina stop employing 16- and 17-year-olds as school-bus drivers.

The board's recommendation comes about one year after similar concerns prompted the Charlotte-Mecklenburg, N.C., school district to break with the state's 50-year tradition of employing students in substantial numbers to drive school buses.

Willis E. Bush, a spokesman for the N.T.S.B., said the recommendation is based on statistical evidence that accident rates for 16- and 17-year-old bus drivers are "significantly higher" than those of drivers age 18 and older.

The recommendation was issued last month after the board's investigation of a March 1985 bus accident in Ashe County, N.C., determined

Budget Measure Will Slash 1986 E.D. Spending by $170.9 Million

Continued from Page 1

brunt of the 4.3 percent across-the-board reduction in outlays and budget authority until the 1987-88 school year.

Programs Facing Cuts

Department programs facing the most immediate contraction include impact aid, research, Guaranteed Student Loans, public-library aid, and vocational rehabilitation. (*See chart on below.*)

Across-the-board reductions in federal spending in fiscal 1987, if required, are expected to be far more than 4.3 percent. "Today's cuts are like trimming your nails," said Representative Charles E. Schumer, Democrat of New York and member of the House Budget Committee. "What is coming will be like chopping off your hand."

Education Cuts Detailed

The department's fiscal 1986 budget authority of nearly $18.5 billion—the maximum it is allowed to spend—will be reduced by about $700 million as part of the 4.3-percent cut in domestic programs.

Because most education programs are "forward funded," with fiscal 1986 money actually spent during fiscal 1987, schools will not feel the full impact of these initial cuts until the 1987-88 school year.

The $170.9 million reduction this year, which becomes final March 1, comes out of a planned $3 billion in department outlays for fiscal 1986.

Uniform Reductions

Budgets for all education programs will be reduced uniformly, according to Sally H. Christensen, the department's budget director.

For state-grant programs, such as Chapter 2 block grants, each state's allocation will be reduced by 4.3 percent, she said. In discretionary-grant programs, such as bilingual education, the amount available to competitors will simply be cut by 4.3 percent.

The $5.1-billion budget authority of the department's office of elementary and secondary education will be reduced by $221.9 million.

The $3.7-billion Chapter 1 compensatory-education program will be reduced by $158.9 million; the $173-million bilingual-education program faces a $7.4-million reduction, and special-education funds will be reduced by $60.7 million from their current level of $1.4 billion.

To achieve savings in the Guaranteed Student Loan program, officials will not simply reduce it by 4.3 percent, but will raise the origination fee by .5 percent and cut payment to lenders by .4 percent; these changes will affect loans made between March 1 and Oct. 1 of this year.

The origination fee on the maximum $2,500 loan, for example, will increase by $12.50, from $125 to $137.50, according to Ms. Christensen.

Effect of New Legislation

The Gramm-Rudman-Hollings law, which President Reagan signed last month, establishes maximum legal deficits over the next five years, leading to a balanced budget by 1991.

The Congressional Budget Office and the White House Office of Management and Budget calculated the amount of the reduction needed to cut $11.7 billion in federal spending this year, the maximum reduction the law allowed.

The joint C.B.O. and O.M.B. estimate, which was published in the Jan. 15 *Federal Register*, must be cleared by the General Accounting Office Jan. 21 and signed by President Reagan Feb. 1.

1987 Budget Planned

Administration officials are reported to have prepared a fiscal 1987 Education Department budget of about $15 billion that would cut vocational-education spending and slash the higher-education budget but generally maintain other school-aid programs at their new, lower levels.

But if, as analysts now expect, the Congress cannot approve its own budget to meet the $144-billion fiscal 1987 deficit target required by Gramm-Rudman-Hollings, then all programs will again be cut automatically and uniformly.

The cuts would be enacted by the same process used this year: The C.B.O. and the O.M.B. will jointly estimate the reduction needed to meet the target, with half of the required cuts coming from defense spending and half coming from domestic programs.

The G.A.O. must clear the estimate or settle any dispute between the two budget offices, and the President then signs the G.A.O. report.

The new 1986 budget authority will be the starting point for next year's reductions. The directors of C.B.O. and O.M.B. said in their joint report that savings will be achieved through "permanent cancellation of new budget authority and other authority to obligate and expend funds."

More than half of the budget is exempt from Gramm-Rudman-Hollings, including Social Security, interest on the debt, veterans' compensation and pensions, and eight antipoverty programs, including the Women's, Infants, and Children (WIC) budget.

Analysts anticipate an "automatic" reduction next year of far more than 4.3 percent. The projected fiscal 1986 deficit, without the new reductions, is $220.5 billion, according to the C.B.O.-O.M.B. estimate; the latest cuts bring it to about $209 billion.

A report prepared in December by Federal Funds Information for States, which is jointly sponsored by the National Governors Association and the National Conference of State Legislatures, projected that an across-the-board reduction of between 5.5 percent and 6 percent would be required in fiscal 1987.

The constitutionality of the mechanism to enact the spending cuts, however, has been challenged in federal court here by the Reagan Administration, a group of Congressmen, the largest federal employees' union, and an organization representing retired federal employees.

The complaints contend that the law unconstitutionally breaches the separation-of-powers doctrine. All of the legal briefs question the critical role delegated by the bill to nonelected officials, such as the comptroller general, who heads the G.A.O. The comptroller general, Charles A. Bowsher, is a Presidential appointee, but the G.A.O. is a Congressional agency.

Program	Budget Authority	Budget Authority Cut	Outlays	Outlays Cut
(For fiscal year 1986, $ in thousands)				
Chapter 1	3,695,663	158,914	185,458	7,975
Special Programs	705,109	30,320	57,517	2,473
Impact Aid	692,500	29,778	541,350	23,278
Bilingual Education	172,791	7,430	5,565	239
Special Education	1,410,788	60,664	67,110	2,886
Vocational & Adult Ed.*	940,777	40,453	18,959	815
Research and Statistics	59,978	2,579	33,587	1,444
National Endowment for the Humanities	140,629	6,047	70,219	3,019
National Endowment for the Arts	165,959	7,136	56,587	2,433
National Science Fdn.	1,352,205	58,145	742,361	31,922
Child Nutrition programs	3,354	144	3,283	141
Training and Employment	3,484,964	149,853	94,874	4,080

*plus a $307,000 cut in the $7,148,000,000 Smith-Hughes permanent appropriation.
Source: Sequestration Report for Fiscal Year 1986—A Joint Report by O.M.B. and C.B.O.

States To Lose Billions, New Analysis Projects

WASHINGTON—A report prepared for state officials projects that the states and territories would lose more than $900 million in federal funds in fiscal 1986 and more than $6 billion in fiscal 1987 as a result of the new Gramm-Rudman-Hollings deficit-reduction law.

The study, anticipating a 4.6 percent across-the-board reduction this year, estimated how much each state would lose in total U.S. aid and in each of 26 federal programs, including five accounts directly related to education—Chapter 1 compensatory education, education of the handicapped, vocational and adult education, Head Start, and the Job Training and Partnership Act.

The report was prepared in late December by Federal Funds Information for States, which is jointly sponsored by the National Governors Association and the National Conference of State Legislatures.

Because the across-the-board cut in domestic programs mandated by the law this year is 4.3 percent, the estimated reductions are slightly high, but they nevertheless provide a generally accurate projection, budget analysts said. The report projects a fiscal 1987 reduction of between 5.5 percent and 6 percent.

In the five programs that directly affect education, New York, for example, could lose more than $30 million this year and more than $150-million in fiscal 1987.

For California, the losses in these programs could total more than $40-million this year and at least $175-million in fiscal 1987; Illinois could lose about $20 million this year and about $95 million next year; and Michigan could lose almost $20 million this year and more than $80-million next year.

The report is available for $25 from F.F.I.S., 444 N. Capitol St., N.W., Suite 250, Washington, D.C. 20001. —J.H.

(Federal fiscal years; outlays in $ thousands)

State	1986 REDUCTION 25 Programs	All Other	Total	Percent	1987 REDUCTION 26 Programs	All Other	Total	Percent
Alabama	(6,396)	(9,469)	(15,865)	-0.8	(47,347)	(53,809)	(101,155)	-6.3
Alaska	(2,559)	(6,339)	(8,898)	-1.5	(16,476)	(33,188)	(49,663)	-13.5
Arizona	**(4,409)**	**(7,749)**	**(12,158)**	**-1.1**	**(32,238)**	**(42,465)**	**(74,703)**	**-9.2**
Arkansas	(4,018)	(4,051)	(8,069)	-0.7	(28,407)	(25,732)	(54,138)	-5.7
California	(41,813)	(45,911)	(87,724)	-0.7	(285,746)	(276,921)	(562,667)	-5.7
Colorado	**(7,631)**	**(5,369)**	**(13,000)**	**-1.0**	**(47,619)**	**(31,517)**	**(79,136)**	**-8.0**
Connecticut	(6,414)	(5,197)	(11,611)	-0.7	(44,276)	(34,697)	(78,973)	-6.1
Delaware	(1,188)	(1,221)	(2,409)	-0.8	(8,681)	(9,073)	(17,754)	-7.3
District of Columbia	**(1,935)**	**(21,055)**	**(22,990)**	**-1.9**	**(14,081)**	**(104,831)**	**(118,912)**	**-21.8**
Florida	(14,130)	(12,993)	(27,123)	-0.7	(104,657)	(89,173)	(193,829)	-6.0
Georgia	(9,401)	(9,137)	(18,538)	-0.7	(65,851)	(57,882)	(123,734)	-5.3
Hawaii	**(1,769)**	**(2,201)**	**(3,971)**	**-0.6**	**(13,582)**	**(15,579)**	**(29,161)**	**-5.8**
Idaho	(2,605)	(2,453)	(5,058)	-1.1	(16,045)	(14,937)	(30,982)	-8.7
Illinois	(21,850)	(18,244)	(40,094)	-0.7	(146,312)	(119,484)	(265,797)	-5.9
Indiana	**(9,077)**	**(6,191)**	**(15,267)**	**-0.7**	**(61,949)**	**(46,973)**	**(108,922)**	**-5.7**
Iowa	(5,501)	(4,024)	(9,525)	-0.8	(35,750)	(28,593)	(64,343)	-6.5
Kansas	(3,928)	(3,871)	(7,799)	-0.9	(26,029)	(25,374)	(51,403)	-7.6
Kentucky	**(6,729)**	**(7,700)**	**(14,430)**	**-0.7**	**(45,924)**	**(46,202)**	**(92,126)**	**-5.4**
Louisiana	(7,845)	(7,471)	(15,316)	-0.6	(56,160)	(50,456)	(106,616)	-5.0
Maine	(2,757)	(2,402)	(5,159)	-0.7	(17,795)	(24,555)	(42,349)	-7.3
Maryland	**(7,958)**	**(8,762)**	**(16,720)**	**-0.8**	**(55,130)**	**(57,204)**	**(112,334)**	**-6.7**
Massachusetts	(11,858)	(9,539)	(21,397)	-0.7	(81,668)	(61,387)	(143,055)	-5.5
Michigan	(17,843)	(14,013)	(31,856)	-0.6	(117,084)	(93,383)	(210,467)	-5.0
Minnesota	**(9,089)**	**(6,927)**	**(16,017)**	**-0.7**	**(56,846)**	**(45,576)**	**(102,422)**	**-5.8**
Mississippi	(5,702)	(6,045)	(11,747)	-0.8	(38,489)	(35,841)	(74,330)	-5.9
Missouri	(9,079)	(6,626)	(15,706)	-0.8	(58,893)	(48,851)	(107,744)	-6.4
Montana	**(3,358)**	**(3,533)**	**(6,890)**	**-1.3**	**(20,646)**	**(20,117)**	**(40,763)**	**-10.3**
Nebraska	(2,984)	(3,208)	(6,193)	-1.0	(19,525)	(18,945)	(38,471)	-7.8
Nevada	(1,810)	(2,342)	(4,152)	-1.1	(12,109)	(13,980)	(26,089)	-9.9
New Hampshire	**(1,914)**	**(1,182)**	**(3,096)**	**-0.8**	**(12,325)**	**(10,785)**	**(23,110)**	**-7.5**
New Jersey	(14,058)	(9,904)	(23,961)	-0.7	(97,948)	(74,612)	(172,560)	-5.9
New Mexico	(8,434)	(4,643)	(13,076)	-1.4	(48,596)	(23,346)	(71,942)	-9.7
New York	**(36,673)**	**(38,426)**	**(75,099)**	**-0.6**	**(257,950)**	**(252,250)**	**(510,201)**	**-4.4**
North Carolina	(9,911)	(8,796)	(18,706)	-0.8	(66,515)	(56,881)	(123,396)	-6.1
North Dakota	(2,730)	(2,183)	(4,913)	-1.2	(15,773)	(13,289)	(29,061)	-9.3
Ohio	**(18,583)**	**(13,136)**	**(31,719)**	**-0.6**	**(126,541)**	**(95,986)**	**(222,527)**	**-4.7**
Oklahoma	(4,957)	(6,749)	(11,706)	-0.8	(34,937)	(38,059)	(72,996)	-6.6
Oregon	(8,749)	(6,606)	(15,355)	-1.1	(50,289)	(47,283)	(97,571)	-9.3
Pennsylvania	**(21,512)**	**(23,303)**	**(44,815)**	**-0.8**	**(148,170)**	**(141,949)**	**(290,119)**	**-6.2**
Rhode Island	(2,246)	(2,064)	(4,310)	-0.7	(15,892)	(13,615)	(29,507)	-5.5
South Carolina	(5,263)	(4,773)	(10,036)	-0.7	(36,278)	(31,381)	(67,659)	-6.2
South Dakota	**(1,823)**	**(2,658)**	**(4,481)**	**-1.0**	**(12,128)**	**(15,271)**	**(27,399)**	**-8.6**
Tennessee	(7,834)	(11,820)	(19,653)	-0.9	(53,155)	(67,754)	(120,909)	-6.7
Texas	(22,615)	(20,976)	(43,590)	-0.7	(160,155)	(144,631)	(304,786)	-6.3
Utah	**(4,590)**	**(4,128)**	**(8,718)**	**-1.1**	**(28,987)**	**(22,513)**	**(51,500)**	**-8.5**
Vermont	(1,453)	(1,489)	(2,942)	-0.8	(9,591)	(9,320)	(18,911)	-6.7
Virginia	(8,986)	(10,550)	(19,536)	-0.9	(60,240)	(67,315)	(127,555)	-7.8
Washington	**(9,002)**	**(8,346)**	**(17,347)**	**-0.9**	**(59,762)**	**(50,493)**	**(110,256)**	**-6.9**
West Virginia	(3,864)	(3,475)	(7,339)	-0.7	(26,293)	(24,043)	(50,336)	-6.1
Wisconsin	(9,409)	(6,842)	(16,252)	-0.7	(59,631)	(47,895)	(107,526)	-5.4
Wyoming	**(9,842)**	**(2,820)**	**(12,662)**	**-2.5**	**(52,637)**	**(13,719)**	**(66,356)**	**-16.1**
Puerto Rico	(4,393)	(46,201)	(50,594)	-2.1	(36,289)	(227,368)	(263,657)	-27.8
Territories	(580)	(9,951)	(10,532)	-2.2	(4,689)	(51,538)	(56,227)	-32.6
TOTAL	(451,057)	(495,063)	(946,121)	-0.8	(3,050,084)	(3,068,021)	(6,118,105)	-6.3

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ENDING BUSING

A federal appeals court has ruled that the **Norfolk school district** may abandon its **14-year-old busing plan** in favor of a **system of neighborhood** schools—a **decision that could influence** other **school districts across** the nation that **now have busing plans.**

See Page 9.

MODIFYING PLANS

To reward more teachers and alleviate many of the morale and administrative problems associated with Florida's master-teacher program, Gov. Robert Graham has proposed a plan that would convert the program into a five-rung career-ladder system.

See Page 4.

PROMOTING CHOICE

A group of moderate Republicans is drafting its own version of a Chapter 1 voucher bill; it differs from the Administration proposal on several key points and could improve the political viability of the voucher concept in the Congress.

See Page 12.

EDUCATION WEEK

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U.S. Judge Cancels Pact in Alabama On Teacher Tests

600 Black Teachers Again To Be Denied Certificates

By Lynn Olson

A controversial court settlement that would have required Alabama to completely revamp its tests for teacher certification to prevent discrimination against blacks was thrown out of court last week by the same federal judge who had initially approved it.

The judge's surprise action—following months of public outcry over the terms of the settlement—left educators and those involved in the litigation "stunned," said one official.

The case, among the first to test the constitutionality of a state's teacher-testing program, had aired many of the issues of discrimination that now surround such tests. The out-of-court settlement had been opposed by many who said it would permit incompetent teachers in the classroom.

Nonetheless, the presiding judge's unusual about-face appeared to be totally unexpected.

As a result of the judge's action, the more

Continued on Page 20

$2.5 Billion in Cuts Proposed for Education Budget

Big College-Aid Programs Targeted for Sharpest Drop

By Robert Rothman

Washington—Reporters here witnessed a preview of the upcoming debate over the fiscal 1987 education budget last week, as higher-education representatives, saying the Reagan Administration was "living in a dream world," engaged in an impromptu clash with Education Department officials on the sidewalk outside their office building.

The representatives had called a press conference to denounce the Administration's proposed cutbacks in student aid, arguing that the reductions would result in two million fewer aid awards, crippling the ability of lower- and middle-income students to attend college.

But in the middle of their presentation, they were challenged by Undersecretary Gary L. Bauer, who argued that the cuts were necessary to reduce the federal budget deficit.

"We await with interest your proposals on where you would find the savings," said Mr. Bauer.

"We will take our lumps if everyone else does," said Dale Parnell, president of the

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Budget Highlights

Frozen at FY 1986 Levels

Chapter 1	$3.7 billion
Block Grants	$500 million
Bilingual Education	$143 million
Magnet Schools	$75 million
Head Start	$1 billion

Proposed Cuts

Vocational Education	$408 million
Special Education	$50 million
College-Student Aid	$2.0 billion
Job Training Partnership	$700 million
Child Nutrition Programs	$772 million

Targeted for Elimination

Aid for asbestos abatement; Carl D. Perkins scholarhips for prospective teachers; immigrant-education aid; public-library assistance; excellence-in-education demonstration grants; Impact Aid 'B' payments; Follow Through; civil-rights technical assistance; women's educational equity programs; Ellender Fellowships.

Increases, New Initiatives

Research and statistics; Indian education; teacher-training grants; restructured student-aid program.

Vocational Aid Is Halved; Smaller Programs Dropped

By James Hertling

Washington—The Reagan Administration's fiscal 1987 budget proposes sharp cuts in aid for vocational and higher education, but increased funds for education research and efforts to improve teaching.

Under the spending plan sent to a largely skeptical Congress last week, the Education Department's budget next year would be $15.2 billion. That figure is $3.2 billion less than the current Congressional appropriation, and $2.5 billion below the reduced levels required in fiscal 1986 by the Gramm-Rudman-Hollings deficit-reduction law. The department's budget proposal—the first prepared under Secretary of Education William J. Bennett—would hold most major school-aid accounts at or near current levels.

See related stories, page 13.

Some programs—including Chapter 1 compensatory-education funds, Chapter 2 block grants to states, and bilingual education—would be restored to the levels set before the recent 4.3 percent cuts mandated by Gramm-Rudman-Hollings.

Overall, the Administration proposes

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Across the Nation, Personal Tributes to Shuttle Crew

By Blake Rodman

Americans of all ages last week responded to the space-shuttle tragedy by joining in efforts to memorialize the seven lost astronauts and to keep alive their pioneering spirit.

NASA officials said last week that the agency had received calls from hundreds of people offering to donate money for a new shuttle orbiter, to help provide for the children of the astronauts, or to contribute to scholarship funds set up in their honor.

NASA telecast stalled, page 16.

People obviously have a need to do something," said Barbara E. Selby, a NASA spokesman. "It's just part of human nature for people to band together in times of tragedy."

Schoolchildren all over the country, many of whom were watching on television

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UPI/BETTMAN ARCHIVE

Christa McAuliffe's husband, Steven, and son, Scott, along with Barbara Morgan, alternate teacher in space, attend a memorial service in Concord, N.H.

Bennett's Plan for Bilingual Overhaul Heats Up Debate

By James Crawford

Washington—The Education Department's plan to overhaul the way it funds bilingual education has set off a politically charged debate that extends beyond issues of educational effectiveness.

Representative Matthew G. Martinez, a California Democrat who chairs the Congressional Hispanic Caucus, called the department's proposed rules "an act of war upon our children" and an attempt "to dismantle" the bilingual-education program.

See related stories, page 23.

Gerda Bikales, executive director of U.S. English, a group that has lobbied for a con-

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Budget Halves Voc-Ed. Funds But Proposes Research Hike

Continued from Page 1

$994 billion in federal spending—about $32 billion below current-service levels—with a deficit of $143.6-billion. The deficit-reduction law set a $144-billion deficit ceiling for fiscal 1987.

The budget proposal would slash the current deficit by more than $40-billion, mainly through deep reductions in domestic spending, the elimination of scores of programs, and a strategy of "privatization"—the sale of certain government assets to the private sector. At the same time, the Administration is calling for a sharp rise in defense spending.

Republican and Democratic Congressional leaders have already described the budget as "dead on arrival." Many lawmakers have said a tax hike will be necessary to achieve significant deficit reductions—an option adamantly opposed by President Reagan.

Administration officials have downplayed the possibility of an early "grand compromise" with the Congress on the budget issue. The stage is thus set for a major confrontation.

Disagreement on Impact

Officials in the legislative and executive branches have expressed sharply divergent opinions on the budget plan's likely impact on education.

The Democratic chairman of the House Education and Labor Committee, Representative Augustus F. Hawkins of California, said it is "inhumane and fiscally unsound to balance the budget by sacrificing the education, health, and well-being of our youth."

Mr. Bennett, however, minimized the effects of the proposed reductions, noting that federal dollars account for only 7 percent of expenditures on education nationwide. He also asserted that the economic recovery has made it easier for state and local governments to increase aid to schools.

"As a result of the improved economy and the national focus on education," the Secretary said at a press conference, "states and localities have decided to increase their education spending in recent years and are continuing to do so."

Another senior department official characterized the education spending plan as "intellectually focused and coherent."

The department is requesting $5-billion for the office of elementary and secondary education, slightly above the current $4.9-billion total.

The $2.5-billion reduction in 1987 would be achieved by eliminating $1 billion in funds already appropriated for 1986—cuts known as rescissions—and by making $1.5 billion in new cuts.

If its proposals for next year are adopted, the Administration projects a steady decline in the department's spending to $14 billion by fiscal 1991.

New Directions

Despite fiscal constraints, Mr. Bennett is proposing at least one new initiative for elementary and secondary education, as well as several clear reversals of previous funding priorities.

The new initiative—which Mr. Bennett called a "teacher training and improvement act"—would allocate $75 million for efforts to "improve the quality of the teaching profession." The proposal would broaden the department's current emphasis—required by the Education for Economic Security Act—on upgrading the quality of mathematics and science teachers. *(See story on this page.)*

The department would fold three programs, now funded at $52.2 million, into this new one.

Mr. Bennett is seeking to eliminate another teaching-related effort: the new $9.6-million Carl D. Perkins scholarship program aimed at encouraging top high-school students to enter the profession.

In a major shift reflecting Mr. Bennett's priorities, the budget for research and statistics-gathering would rise by more than $13 million, from $57 million to $70.2 million.

Within that total, according to Chester E. Finn Jr., assistant secretary for educational research and improvement, the department will ask the Congress to earmark $24.8-million for the research office, a $2.8-million increase; $18.3 million for statistics-gathering, a $5.5-million hike; $19.1 million for the programs for improvement of practice office, a $900,000 increase; and $8-million for the information office, $1.4 million more than the current level.

Explaining the increase, Mr. Bennett said research is a uniquely federal role in education, and "we simply can't do the research without the increase."

The total O.E.R.I. budget would fall from $179 million to the $70.2-million level because the department proposes to kill the public-library-aid programs now administered by the research office.

And in a reversal of an earlier position, the department has asked the Congress to maintain the $75-million appropriation for magnet-school aid. According to a senior department official, magnet schools have proved to be a successful "choice vehicle." Increasing parental choice in their children's schooling is a goal frequently emphasized by Mr. Bennett.

Deep Reductions

In what would be its biggest single reduction, the department proposes to slash spending for higher education from $8.4 billion to $6.4-billion and to overhaul its financial-aid programs for postsecondary students. These changes could result in a 20 percent reduction in the proportion of college students receiving federal aid, Mr. Bennett estimated. *(See story on page 1.)*

In another area targeted for significant cuts, the department would reduce funding for vocational education from $813 million to $408 million. The department is requesting a $210-million rescission in fiscal 1986 and an additional $194-million cut for fiscal 1987.

Grants to community-based organizations and for consumer and homemaker education that are included in the vocational-education budget would be eliminated, as would grants to states that are not specifically earmarked by law for the disadvantaged and handicapped.

A senior department official, ex-

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Budget Proposals

Spending Plan Drops 'Middle-Income' Food Subsidies

WASHINGTON—President Reagan's budget for fiscal 1987 proposes to change laws governing federal child-nutrition programs, which include the school-lunch and breakfast programs, to produce cuts of about $775 million.

The budget released last week proposes funding the programs at $3.82 billion; under current law, spending in 1987 for the programs is projected to total $4.58 billion.

Most of the child-nutrition programs are exempt from the Gramm-Rudman-Hollings deficit-reduction law.

One of the most controversial changes suggested is the elimination of about $721 million in "middle-income subsidies" for breakfast and lunch programs in schools and federally funded day-care centers. Children whose parents make above 185 percent of the poverty line, or about $19,000 a year for a family of four, would be affected.

Elimination of such subsidies was part of the President's budget proposal last year, but failed to win Congressional approval.

Advocacy groups have expressed concern that schools with a relatively large proportion of middle-income students may choose to leave the program if the President's proposal is adopted, because without the subsidies the program would no longer be economically feasible for such schools.

Loss of Participants

Schools are not required, under federal law, to provide free or reduced-price meals unless they volunteer to participate in the national school-lunch program. About 23-million children participate in the program nationwide, and according to budget documents, half of the students receiving school-lunch subsidies are considered middle-income.

The middle-income subsidy "is not a transfer payment to individuals, but a grant-in-aid to schools to support the basic infrastructure of the school-lunch program," said Gene White, legislative chairman of the American School Food Service Association.

The President's budget proposes reducing funding for the Women, Infants, and Children (WIC) feeding program from $1.63 billion to $1.62 billion, according to figures from the Office of Management and Budget.

Program Reductions

Because of the reduction, some 27,000 participants would have to be removed from the program in 1987, according to an analysis by the Center on Budget and Policy Priorities in Washington.

The budget also proposes eliminating the $5-million Nutrition and Education Training Program and reducing funding for the special milk program, which provides half-pints of milk to children in schools and institutions that do not participate in federal feeding programs, from $16.3 million to $1.4 million.

The President's budget runs counter to legislation, HR 7, passed by the House and Senate last year and now being negotiated in conference. The legislation would reauthorize the child-nutrition programs at least at current-service levels for the next three years. —A.T.

Labor Cutbacks Would Hit Youth-Training Programs

By Alina Tugend

WASHINGTON—Under the Administration's 1987 budget proposal for the major federal job-training program, nearly half of the Job Corps centers nationwide would be closed and the summer youth-employment program would be scaled down.

The budget proposes cutting overall spending for the Job Training Partnership Act from $2.97 billion—a 1986 figure that reflects about $149 million in cuts triggered by the Gramm-Rudman-Hollings deficit-reduction law and $342 million in proposed rescissions—to $2.9 billion.

The Job Corps, which serves young people ages 16 to 21, would bear the brunt of the cut for 1987. The President's plan would slash the program's $640-million allocation for 1986—which the budget says would drop to $28 million with Gramm-Rudman-Hollings cuts and $197 million in proposed rescissions—to $351 million.

That reduction would mean the closing of about 40 of the 107 Job Corps centers around the country, beginning as early as this spring, according to Undersecretary of Labor Dennis Whitfield. The number of participants would drop from about 40,500 to 22,000.

Targeted for Elimination

The Job Corps has been targeted for elimination by the Administration in the past, but has survived because of strong Congressional support. It serves "hard-core" unemployed youths.

Mr. Whitfield said that while the Labor Department supports the program, "we are trying to face reality—some of the centers just aren't cost-effective." He said the cost per participant can range from $8,000 to $18,000, depending on the center.

The department is planning, he added, to draw up a list of criteria to judge the centers, such as cost-effectiveness, the number of participants who remain in the programs, and the number who are placed in jobs.

Under the budget proposal, the summer youth program would be funded at $428 million, a reduction from the $664 million the Congress allocated before the cuts forced by rescissions. The program serves 14-to-21-year-olds.

The cuts would reduce the number of participants in the program from 467,000 in 1987 to 414,300 in 1988, according to a Labor Department spokesman.

Those familiar with the J.T.P.A. have long criticized it for what they say is its "creaming" effect—that it serves the more promising candidates for work among the unemployed populations. The budget cuts, said Ellen Vollinger of the Full Employment Action Council, an advocacy organization, would "simply accentuate the creaming."

Under the budget proposal, a portion of the funds for the summer youth program would be mandated for a basic-literacy program now being jointly developed by the Labor and Education Departments, according to Mr. Whitfield.

The budget would maintain funding at the current-services level of about $1.8 million for Title IIA, which is aimed at disadvantaged workers. Half of the money allocated for Title IIA goes to young people between the agess of 16 and 21.

Bennett Asks $75 Million for New Teacher-Training Bill

WASHINGTON—Secretary of Education William J. Bennett's plan for a $75-million program "to improve the quality of the teaching profession" marks an apparent change of thinking for him on the appropriate federal role in teacher education.

In an August 1985 interview with *Education Week*, he indicated that federal initiatives to alleviate the expected teacher shortage were unlikely.

Questions of teacher quality and quantity, while a nationwide problem, he said in the interview, remain "largely, almost exclusively, a local situation," best confronted by state and local governments.

But an Education Department budget document calls the aims of the proposal, one of the few new initiatives in its $15.2-billion fiscal 1987 budget request, an "appropriate" federal activity.

The goal of the "teacher training and improvement act" is "to help teachers in all disciplines gain additional expertise, to encourage and recognize outstanding teachers, and to encourage qualified persons from other professions to enter teaching," Mr. Bennett said at a press conference last week.

The proposal would provide $60-million in state grants to finance in-service training for teachers and administrators, retraining for teachers in new subjects, and programs for professionals in other fields who wish to become teachers.

If these needs are being met, states could use the funds to improve preservice teacher-education programs; that is a "secondary objective" of the proposal, says a department budget document.

The Secretary would reserve $15-million in discretionary money.

Technically, the proposal would amend the Education for Economic Security Act, which requires the department to target $43.1 million in teacher-training funds for mathematics and science. Mr. Bennett's proposal, for which legislation must be introduced and enacted, would involve teachers from all disciplines.

Mr. Bennett's proposal would also consolidate the new $7.2-million Leadership in Educational Administration program for school administrators and $1.9 million for teacher training in U.S. territories. —J.H.

Cuts Called for in E.D. Budget

Continued from Page 13

plaining the rationale for seeking a reduction in vocational aid, said federal dollars would be more useful if directed toward general education in basic subjects.

Cuts 'Not Large'

The planned cut, the official noted, "while large from the point of view of our own budget, is not large" in relation to state and local contributions to vocational education and to Labor Department and private-sector job-training efforts.

The Labor Department's job-training programs, however, underwent reductions this year and are again slated for deep cuts in fiscal 1987. *(See story on page 13.)*

Commenting on the vocational-aid cut, Dean Griffin, executive director of the American Vocational Association, said, "Their rationale is faulty, their logic is faulty, and their conclusions are faulty."

"It seems that the Secretary is ignoring the vast majority of working people in this nation," he added.

Some Cuts Restored

In other program areas, the 1987 budget would restore funds to some major school programs that were cut under the Gramm-Rudman-Hollings mandate.

Chapter 1 compensatory education would be funded at $3.7 billion. Within this account, $61 million would be shifted from migrant education to grants to local educational agencies, which would then total $3.26 billion.

Mr. Bennett's budget reiterates his support for Chapter 1 vouchers and notes that the Administration again plans to introduce tuition tax-credit legislation to promote choice and tax equity for parents with children in private schools.

Chapter 2 block grants would again be funded at $500 million, and the budget again would allot $143 million for bilingual-education programs.

The budget proposal restates Mr. Bennett's intention to seek legislation allowing school districts to use bilingual-education funds for any instructional method they wish. *(See story on page 1.)*

Other Cuts Proposed

In addition, a variety of other department programs are marked for cutbacks or abolition:

- Special-education funds would be reduced from their current level of $1.35 billion—which includes the first round of Gramm-Rudman-Hollings cuts—to $1.3 billion.

Moreover, the department is requesting a $28-million rescission in grants to states but a $2.3-million increase in preschool-incentive grants.

Department officials, in their budget proposal and in a subsequent briefing, expressed concern about the increasing number of students classified as learning-disabled—an issue that a department panel is now studying.

But they said they are unlikely to propose a federal initiative in this area.

- As it has proposed unsuccessfully in the past, the Administration would eliminate $124.4 million in impact aid "B" payments to districts where parents live or work on federal installations.
- Many smaller programs are also marked for abolition, including $28.7 million in emergency immigrant-education aid, the $5.7-mil-

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DATABANK

Proposed 1987 Education Budget

FY 1987

	1985 Appropriation	1986 Appropriation	1986 Revised Request*	1987 President's Budget
	(in thousands)			
COMPENSATORY EDUCATION FOR THE DISADVANTAGED				
Basic grants for the disadvantaged (Chapter 1):				
Grants to local educational agencies	$3,200,000	$3,200,000	$3,062,400	$3,261,005
State agency programs:				
Migrant	264,524	264,524	253,149	202,519
Handicapped	150,170	150,170	143,713	150,170
Neglected and delinquent	32,616	32,616	31,214	32,616
State administration	35,607	35,607	34,076	35,607
Evaluation and technical assistance	5,246	5,246	5,020	6,246
TOTAL, Chapter 1	**3,688,163**	**3,688,163**	**3,529,572**	**3,688,163**
IMPACT AID				
Maintenance and operations:				
Payments for 'a' children	513,000	513,000	490,941	513,000
Payments for 'b' children	130,000	130,000	124,410	—
Special provisions	22,000	22,000	21,054	20,000
Disaster assistance	10,000	10,000	9,570	10,000
Construction	20,000	17,500	16,747	5,000
TOTAL, Impact aid	**695,000**	**692,500**	**662,722**	**548,000**
SPECIAL PROGRAMS				
Improving school programs (Chapter 2):				
State block grants	500,000	500,000	478,500	500,000
Secretary's discretionary fund:				
Inexpensive book distribution	7,000	7,000	6,699	7,000[1]
Arts in education	3,157	3,157	3,021	3,157[1]
Alcohol- and drug-abuse education	3,000	3,000	2,871	3,000[1]
Law-related education	2,000	2,000	1,914	2,000[1]
Other discretionary programs	16,752	13,752	13,161	13,752
Total, Chapter 2	**531,909**	**528,909**	**506,166**	**528,909**
Teacher training and improvement:				
State grants	—	—	—	60,000[2]
Secretary's discretionary fund	—	—	—	15,000[2]
Science and mathematics state grants	90,100	40,950	38,190	—
Science and mathematics Secretary's discretionary fund	9,900	4,050	3,876	—
Territorial teacher training	2,000	2,000	—	—
Leadership in educational administration	—	7,500	—	—
Excellence in education	5,000	2,500	—	—
Magnet-schools assistance	75,000	75,000	71,775	75,000
Women's educational equity	6,000	6,000	—	—
Training and advisory services	24,000	24,000	16,000	—
General assistance for the Virgin Islands	2,700	5,000	—	—
Ellender fellowships	1,500	1,700	—	—
Follow through	10,000	7,500	—	—
TOTAL, special programs	**758,109**	**705,109**	**637,007**	**678,909**
INDIAN EDUCATION				
Grants for Indian children:				
State grants	—	—	—	70,323[3]
Payments to local educational agencies (LEA's) and Indian-controlled schools	50,323	50,021	41,870	—
Adult education	2,940	2,922	2,797	2,940
Special programs for Indian students	11,760	11,809	11,301	—
Program administration:				
Salaries and expenses	2,156	2,097	2,007	2,180
National advisory council	225	222	212	286
TOTAL, Indian education	**67,404[4]**	**67,071[5]**	**64,187**	**75,729**
BILINGUAL EDUCATION				
Bilingual education:				
Bilingual programs	94,963[6]	94,951[6]	90,862[6]	99,285
Support services	10,600	10,600[7]	10,151[7]	10,100
Training grants	33,565[8]	33,564[8]	32,121[8]	33,566
TOTAL, bilingual education	**139,128**	**139,115**	**133,134**	**142,951**
IMMIGRANT EDUCATION				
Immigrant education	30,000	30,000[9]	—	—
TOTAL, Immigrant education	**30,000**	**30,000**	—	—
EDUCATION FOR THE HANDICAPPED				
State grants:				
State grant program	1,135,145	1,215,550	1,135,145	1,135,145
Preschool incentive grants	29,000	30,000	28,710	31,000
Special-purpose funds:				
Special populations:				
Deaf-blind centers	14,828[10]	14,764[10]	11,764[10]	9,000
Severely handicapped projects	4,300	5,000	4,300	4,300
Early-childhood education	22,500	24,000	22,500	22,500
Secondary and transitional services	6,330	6,600	6,613	6,330
Postsecondary programs	5,300	5,500	5,294	5,300
Research and technology:				
Innovation and development	15,862[11]	16,111[11]	15,211[11]	16,000

* Includes cuts under Gramm-Rudman-Hollings and proposed rescissions.

Footnotes to Budget Table

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[1] Preliminary estimates.
[2] Replaces Science and Mathematics Education, Territorial Teacher Training, and Leadership in Educational Administration.
[3] Includes funding previously associated with the Johnson O'Malley program of awards to public school districts (Department of Interior/Bureau of Indian Affairs). Comparable Johnson O'Malley amounts are: 1985 appropriation, $25,674 thousand; 1986 appropriation, $20,500 thousand.
[4] The appropriation for this program is contained in the Interior bill.
[5] The appropriation for this program is contained in the fifth continuing resolution for 1986, Pub.L. 99-190.
[6] Adjusted for comparability. Excludes $136 thousand in 1985 and $148 thousand in 1986 for field-reader activities, which are transferred to Salaries and Expenses in 1987.
[7] Does not reflect a reduction of $160 thousand required by Section 515 of the Treasury-Postal Service Appropriations Act, 1986. Because that amount must be placed in reserve, it cannot be obligated and will lapse.
[8] Adjusted for comparability. Excludes $1 thousand in 1985 and $2 thousand in 1986 for field-reader activities, which are transferred to Salaries and Expenses in 1987.
[9] This program was appropriated under the Bilingual Education account in fiscal year 1986.
[10] Adjusted for comparability. Excludes $172 thousand in 1985 and $236 thousand in 1986 for field-reader activities, which are transferred to Salaries and Expenses in 1987.
[11] Adjusted for comparability. Excludes $138 thousand in 1985 and $189 thousand in 1986 for field-reader activities, which are transferred to Salaries and Expenses in 1987.
[12] Adjusted for comparability. Excludes $52 thousand in 1985 and $71 thousand in 1986 for field-reader activities, which are transferred to Salaries and Expenses in 1987.
[13] Does not reflect a reduction of $212 thousand required by Section 515 of the Treasury-Postal Service Appropriations Act, 1986. Because that amount must be placed in reserve, it cannot be obligated and will lapse.
[14] Adjusted for comparability. Excludes $68 thousand in 1985 and $94 thousand in 1986 for field-reader activities, which are transferred to Salaries and Expenses in 1987.
[15] Does not reflect a reduction of $200 thousand required by Section 515 of the Treasury-Postal Service Appropriations Act, 1986. Because that amount must be placed in reserve, it cannot be obligated and will lapse.
[16] Adjusted for comparability. Excludes $107 thousand in 1985 and $125 thousand in 1986 for field-reader activities, which are transferred to Salaries and Expenses in 1987.
[17] Adjusted for comparability. Excludes $1,454 thousand for administrative activities, which are transferred to Salaries and Expenses in 1987.
[18] Supplementedl by $52,432 thousand in net offsetting collections, bringing the program level to $190,000 thousand.
[19] Adjusted for comparability. Excludes $1,500 thousand in 1985 and $5,966 thousand in 1986 for administrative activities, which are transferred to Salaries and Expenses in 1987.
[20] Reflects a savings of $15,423 thousand in 1987, which results from the sequester in 1986.
[21] Adjusted for comparability. Excludes $126 thousand in 1985 and $400 thousand in 1986 for field-reader activities, which are transferred to Salaries and Expenses in 1987.
[22] Adjusted for comparablity. Includes $1,575 thousand in 1985 and $7,520 thousand in 1986 for activities transferred to Salaries and Expenses in 1987; $1,500 thousand in 1895 and $5,966 thousand in 1986 from Guaranteed Student Loans and $1,454 thousand in 1986 from Student Financial Assistance is for administrative activities and $75 thousand in 1985 and $100 thousand in 1986 from Higher Education Facilities Loans and Insurance is for loan servicing.
[23] Adjusted for comparability. Includes $800 thousand in 1985 and $1,265 thousand in 1986 for field-reader activities, which are transferred to Salaries and Expenses in 1987; $137 thousand in 1985 and $150 thousand in 1986 from Bilingual Education, $430 thousand in 1985 and $590 thousand in 1986 from Education for the Handicapped, $107 thousand in 1985 and $125 thousand in 1986 from Rehabilitation Services and Handicapped Research, and $126 thousand in 1985 and $400 thousand in 1986 from Education Research and Improvement.
[24] Does not reflect a reducation of $945 thousand required by Section 515 of the Treasury-Postal Service Appropriations Act, 1986. Because that amount must be placed in reserve, it cannot be obligated and will lapse.
[25] Does not reflect reductions required by Section 515 of the Treasury-Postal Service Appropriations Act, 1985.
[26] Note: Because some higher-education and other Education Department programs have been omitted, the total does not exactly reflect the line items in this table.

Source: Education Department.

	FY 1987			
	1985 Appropriation	1986 Appropriation	1986 Revised Request*	1987 President's Budget
	(in thousands)			
Media services and captioned films	16,488[12]	17,429[12]	16,429[12]	16,500
Special studies	3,170	3,440[13]	2,212[13]	2,000
Training and information:				
Special-education personnel development	60,932[14]	63,806[14]	40,806[14]	40,000
Recruitment and information	1,025	1,110	1,025	1,025
Regional resource centers	6,000	6,300	6,000	6,000
TOTAL, education for the handicapped	**1,320,845**	**1,416,416**	**1,305,282**	**1,303,100**
REHABILITATION SERVICES AND HANDICAPPED RESEARCH				
Vocational rehabilitation state grants	1,100,000	1,190,000	1,100,000	1,100,000
Special-purpose funds:				
Client assistance	6,300	6,700	6,300	6,300
Innovation and expansion	—	9,000	8,613	9,000
Service and demonstration projects:				
Special demonstration programs	14,635	20,200	13,829	14,635
Recreational programs	2,100	2,200	—	—
Migratory workers	950	1,000	950	950
American Indians	1,430	1,400	715	715
Projects with industry	14,400	15,200	13,000	13,000
Independent living:				
Comprehensive services	5,000	11,000	5,000	—
Centers	22,000	23,000	22,000	22,000
Services for older blind	—	5,000	—	—
Training	22,000	27,000	20,000	15,000
Evaluation	2,000	2,000[15]	800[15]	600
National Institute of Handicapped Research	38,893[16]	43,875[16]	38,875[16]	39,000
Helen Keller National Center for Deaf-Blind Youths and Adults	4,200	4,300	4,115	4,200
TOTAL, rehabilitation services and handicapped research	**1,233,908**	**1,361,875**	**1,234,197**	**1,225,400**
VOCATIONAL AND ADULT EDUCATION				
Vocational education:				
State programs:				
Basic grants	782,503	782,381	575,852	387,156
Community-based organizations	—	7,500	—	—
Consumer and homemaker education	31,633	31,633	—	—
State councils	7,000	7,300	6,986	7,000
National programs:				
Research	6,535	7,700	7,363	4,318
Demonstrations	143	—	—	—
Data systems	3,500	2,300	2,201	2,500
Bilingual vocational training	3,686	3,686	3,527	—
Permanent appropriation	7,148	7,148	6,841	7,148
Adult education:				
Grants to states	101,963	101,963	97,579	102,000
Research, development, and evaluation	—	—	—	2,000
TOTAL, vocational and adult education	**944,111**	**951,611**	**700,355**	**512,122**
STUDENT FINANCIAL ASSISTANCE				
Pell grants:				
Academic-year program	3,612,000	3,586,546[17]	3,432,262[17]	3,000,000
Shortfall, 1983	250,000	—	—	—
Shortfall, 1986	—	—	—	250,000
Campus-based aid:				
Campus-based aid	—	—	—	400,000
Supplemental educational opportunity grants	412,500	412,500	257,500	—
Work-study	592,500	592,500	502,500	-
Direct loans:				
Income-contingent loans	—	—	—	137,568[18]
Federal capital contribution	192,482	190,000	—	—
Teacher cancellations	25,000	28,000	26,796	25,000
State student incentive grants	76,000	76,000	—	—
TOTAL, student financial assistance	**5,160,482**	**4,885,546**	**4,219,058**	**3,812,568**
GUARANTEED STUDENT LOANS				
Guaranteed student loans	3,077,977	3,294,034	3,325,019	2,329,586
Supplemental for 1985 costs	206,534	—	—	—
Supplemental for 1984 costs	513,812	—	—	—
TOTAL, guaranteed student loans	**3,798,323[19]**	**3,294,034[19]**	**3,325,019[19]**	**2,329,586[20]**
EDUCATION RESEARCH AND IMPROVEMENT				
Education research and improvement	59,852[21]	59,578[21]	56,999[21]	70,231
TOTAL, educational research and improvement	**59,852**	**59,578**	**56,999**	**70,231**
LIBRARIES				
Public-library services	75,000	75,000	71,774	—
Public-library construction	25,000	22,500	—	—
Inter-library cooperation	18,000	18,300	17,226	—
Library literacy programs	—	5,000	—	—
Training and demonstrations:				
Library-career training	636	640	—	—
Library research and demonstrations	364	360	—	—
Research libraries	6,000	6,000	—	—
TOTAL, libraries	**125,000**	**127,500**	**89,000**	**—**
SALARIES AND EXPENSES				
Program administration:				
Postsecondary education	79,287[22]	85,151[22]	81,813[22]	85,440
Other education programs	59,311[23]	57,949[23]	55,511[23]	63,706
Executive direction	104,852	91,552	87,615	92,046
Civil rights	45,000	44,500[24]	42,704[24]	38,185
Inspector general	15,312	15,312	14,654	16,378
TOTAL, salaries and expenses	**303,762[25]**	**294,544**	**282,297**	***295,755**
TOTAL, DEPARTMENT OF EDUCATION[26]	**19,078,526**	**18,401,430**	**15,757,855**	**15,218,094**

* Includes cuts under Gramm-Rudman-Hollings and proposed rescissions.

Higher-Ed. Programs Targeted For Reduction, Reform in 1987

Continued from Page 1

American Association of Community and Junior Colleges. Mr. Parnell added that the Congress should consider cutting defense programs and raising revenues before cutting student aid.

For fiscal 1987, the Administration has proposed reducing student-aid expenditures by $2 billion from the $8.1-billion level passed by the Congress for fiscal 1986. However, the Gramm-Rudman-Hollings budget-reduction law is expected to trim fiscal 1986 spending to $7.9 billion.

The Education Department's budget proposal would cut Pell Grants from $3.6 billion to $3 billion and would combine work-study aid and Supplemental Opportunity Grants into a single program, cutting spending on the two programs from $1 billion to $400 million.

In addition, the department would reduce spending on Guaranteed Student Loans from $3.3 billion to $2.3 billion, primarily by eliminating the federal subsidy for the loans while the student is in school or deferring payment and by tightening eligibility for aid.

The budget also includes a new proposal that would convert the subsidized National Direct Student Loan program to an unsubsidized program, in which the repayment rate would be based on a student's after-college income. And the department proposes strengthening debt-collection efforts—for example, by asking the Internal Revenue Service to reduce income-tax refunds of student-loan defaulters.

Other proposals include:

- Requiring a uniform needs-analysis test for all recipients of student aid, and requiring a greater family contribution to educational costs. In a new development, the department dropped proposals from prior budget requests to limit financial assistance to families with incomes below a certain level.
- Requiring financial-aid recipients to pay college costs of at least $800 a year to be eligible for federal aid, and limiting grants to 60 percent of those costs.
- Limiting financial aid to students with a high-school diploma or the equivalent.
- Eliminating allowances paid to reimburse educational institutions for the administration of financial-aid programs.
- Limiting the federal guarantee of student loans made by private banks to 90 percent of the principal, instead of 100 percent, as is currently the case.
- Raising from $3,000 to $5,000 annually, and from $15,000 to $25,000 cumulatively, the maximum loan levels under the Parental Loan to Assist Undergraduate Students (PLUS) program; these are unsubsidized and carry a higher interest rate than G.S.L.'s. In addition, the department proposes to charge fees equal to 5 percent of the principal on both G.S.L.'s and PLUS loans.
- Eliminating the $12-million graduate and professional opportunity fellowship program, and the $1.5-million CLEO program, which provides legal training for the disadvantaged.

Secretary of Education William J. Bennett, at a press conference to present the budget last week, defended the proposals as fair. He said that while the cutbacks would reduce the proportion of college students receiving aid from 50 percent to 40 percent, those affected would be the most affluent, who can find ways of affording higher education.

"There will not be a student in America who wants to go to college who will not be able to go to college and get a good education," said Mr. Bennett.

Fewer Restrictions

He added that under the proposals families with incomes below $23,000 would be eligible for Pell Grants and those with incomes below $58,000 would be eligible for a guaranteed loan. These new eligibility standards, he said, are less restrictive than previous proposals, which would have limited aid to students from families with incomes below a certain level.

William J. Bennett

"That's the advantage of this approach," he said. "It is responsive to individual circumstances, and aid goes to the truly needy."

But the higher-education officials who gathered outside the Education Department challenged those assumptions. "Bill Bennett lives in a dream world," said Mr. Parnell of the junior-colleges group.

Congressional Prospects

Representative Augustus F. Hawkins, Democrat of California and chairman of the House Education and Labor Committee, predicted that the proposals would face trouble in the Congress. "Enactment of the Administration proposals would dismantle the federal role in higher education and effectively deny a postsecondary educational experience to all but the very rich, the unusually bright, and a few of the nation's poorest students," he said.

But Education Department officials predicted that this year, because of pressures to reduce the federal budget deficit, the proposals would stand a better chance of enactment than in prior years, when similar ideas were rejected.

Mr. Bennett suggested last week that the proposals could be considered during deliberations over the reauthorization of higher-education programs.

The House passed its version of a reauthorization bill in December, calling for more spending than the Administration has proposed. And the Senate Labor and Human Resources Subcommittee on Education has approved a version of the higher-education bill that also calls for greater spending.

NASA Suspends Education Activities

By J. R. Sirkin

All educational activities associated with the National Aeronautics and Space Administration's ill-fated teacher-in-space project were placed on hold last week, while the space agency attempted to come to grips with the shuttle Challenger disaster.

The activities that were delayed include a proposed nationwide NASA telecast to schools this week, which officials of the Public Broadcasting Service said NASA had "agreed to in principle."

The delay comes at a time when school officials across the country are expressing intense interest in some kind of follow-up to the shuttle launch, as a way to help turn the disaster into a positive learning experience for children.

The director of NASA's educational-affairs division insisted last week that the space agency would eventually continue with the educational aspects of the shuttle mission, but he would not say when or how.

"The goals upon which the teacher-in-space project are based are just as valid now as they were then," Robert W. Brown said. "Right now I can't say with any precision in terms of the timing, but there will be some expression from the agency of what our efforts will be in that area."

He said NASA's response was "under discussion within the highest ranks of the agency."

Larger Debate

Those familiar with NASA say its education office wanted to respond quickly to educators' information needs, but it could not get clearance from top agency officials.

Instead, they say, NASA's educational activities have taken a back seat to a larger debate within the agency about the future of its teacher-in-space project and civilian flight in general.

That debate could have serious consequences for the entire space program, observers say, because of the central role that the spaceflight-participant program plays in NASA's shuttle plans.

"NASA at this point is very concerned about not creating more problems for itself than necessary," one observer with ties to the agency said. "At this point, they're being very careful to keep only one voice out to the public. They're just very nervous. They do want to talk to teachers and students. The question is when and in what format."

Linkage

Mr. Brown last week appeared to confirm the linkage between his office's programs and the agency's internal gropings, saying, "In my mind, there is a link between the review process and where the programs associated with the shuttle go."

But according to agency officials, the civilian-flight issue may not be resolved for months, until a recently-named special commission completes its investigation into the cause of the shuttle explosion. The 12-member commission, appointed last week by the President, was given 120 days to file a report.

According to Alan Ladwig, the manager of NASA's spaceflight-participant program, which includes the teacher-in-space project, the civilian-participation issue is "not a high priority within NASA at this point."

He said the agency's spaceflight-evaluation committee, composed of seven senior NASA officials, would eventually debate the issue, but not until it completes work on the crash investigation.

Half-Hour Special

While others waited in frustration last week for NASA to follow up on the teacher-in-space project, at least one television special related to the incident and designed for children was made available to PBS affiliates this week.

The Children's Television Workshop, which produces "Sesame Street," put together a half-hour telecast based on the lives of four astronauts, including Sally Ride, the first woman in space, and "packaged them around" references to the shuttle accident, a C.T.W. spokesman said.

The biographical sketches originally aired two years ago, as part of a special series on the space program.

The C.T.W. broadcast, "3-2-1 Contact: Being an Astronaut," was scheduled to be fed to PBS affiliates around the country this past Sunday. Most affiliates carry the "3-2-1-Contact" series, a producer said.

PBS officials, who had expected to air a nationwide telecast for schoolchildren this week featuring several astronauts and Barbara R. Morgan, the runner-up to Sharon Christa McAuliffe in the race to be the first teacher in space, said they were still waiting for NASA's go-ahead.

"At this point we're really just waiting for NASA," said John L. Meek, a producer for PBS affiliate KUHT in Houston, which had been scheduled to produce the broadcast of Ms. McAuliffe's lessons from space and was also expected to produce the follow-up NASA telecast.

"So much is hinging on how NASA is going to proceed with public comment," Mr. Meek said. "Basically, they're locking this broadcast into that."

"It's frustrating," he added. "We both agree that we need to do something and need to do it quickly." But he said PBS had no plans to put together a show without the space agency, noting that "without their involvement and cooperation, it would be very difficult."

Mr. Meek said it would probably take several weeks before a broadcast could be put together.

Other Activities Affected

Aside from the educational activities directly associated with the Challenger flight, the shuttle disaster has apparently also thrown into question future educational enterprises that NASA was considering.

"We were talking about a series of other things down the road," said Walter J. Westrum, the executive director of Classroom Earth, a nonprofit educational organization hired by NASA to coordinate the satellite transmission to schools of Ms. McAuliffe's lessons from space.

Mr. Westrum said the loss of Challenger also "for all intents and purposes means there will be no Halley's comet stuff [telecast to classrooms] from the U.S.," because a high-powered telescope for viewing the comet was lost with the shuttle.

He said that since the shuttle explosion, schools that were prepared to carry the transmission of Ms. McAuliffe's activities from space have expressed keen interest in follow-up activities.

"Absolutely," he said. "You better believe it. They're saying: 'We wanted to take part in this thing.' "

$15.2-Billion E.D. Budget Proposed

Continued from Page 14

lion Women's Educational Equity Program, $23 million for civil-rights technical assistance, $1.7 million for Ellender Fellowships, and the $7.2-million Follow Through program.

Other Programs

Other federal agencies manage programs that affect schools and the ability of state and local governments to finance education. Proposals for such programs include:

- **Child nutrition.** The Agriculture Department would cut $775-million from programs in this area. *(See story on page 13.)*
- **Asbestos abatement.** The Environmental Protection Agency would drop the $44-million grant program that helps schools in this effort.
- **Head Start.** The Health and Human Services Department's budget would maintain the program's funding at slightly more than $1 billion.
- **Science and mathematics education.** The National Science Foundation's budget would rise from $1.35 billion to nearly $1.5 billion, and the amount earmarked for education would increase from $409-million to $449 million.
- **Arts and humanities.** The National Endowment for the Humanities would see its budget fall from $139 million to $126 million. Spending for the National Endowment for the Arts would fall from $158.5 million to $145 million.
- **Revenue-sharing.** The Administration again seeks to abolish the $4.1-billion federal program distributing unrestricted aid to states and localities. More than $300 million of this money is spent for education.

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THIS WEEK'S FORUMS: PAGE 27, 28, 29

A REJECTION

In an unusual move, the teachers' union in Montgomery County, Md.—one of the nation's largest and richest school districts—has turned down the school board's unsolicited offer to raise starting salaries for teachers by 16 percent, bringing them to about $20,000.

See Page 14.

A PROPOSAL

Faced with a serious shortage of bilingual-education teachers, the New Jersey Board of Education is considering a controversial proposal to relax certification requirements as a way of encouraging more native-English-speaking teachers to enter the field.

See Page 9.

AN OPPORTUNITY

The expected retirement within 10 years of up to 70 percent of today's elementary-school principals provides an opportunity to reform the way principals are trained, selected, and employed, experts have told the Secretary of Education's Study Group on Elementary Education.

See Page 7.

EDUCATION WEEK

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Impact of Decision In Norfolk Case Remains Unclear

Busing's Fate Said in Hands Of Supreme Court Justices

By Tom Mirga

School-desegregation experts agreed last week that a federal appeals court's ruling permitting the Norfolk public schools to abandon busing in the elementary grades opens the door for school districts across the country to follow in the Tidewater Virginia district's footsteps.

But, they were quick to add, it remains unclear how many districts are legally positioned to take that step, how many will actually do so, and how many will be successful.

As a result of the Feb. 6 decision by the U.S. Court of Appeals for the Fourth Circuit, Norfolk officials are now free to implement a neighborhood-school plan that would leave 11 of the district's 36 elementary schools more than 95 percent black; none are more than 70 percent black now. The Norfolk board is expected to vote this week on whether to implement the plan with the start of the upcoming school year.

"Our holding is a limited one, applicable

Continued on Page 18

Teacher-Pay Demands Spark Alabama Fight

By Lynn Olson

Alabama's superintendent of schools and some of the state's largest education groups have vowed to fight a 5 percent pay raise for teachers proposed by the Alabama Education Association in the face of a predicted revenue shortage.

At a press conference Feb. 7, Superintendent of Education Wayne Teague promised to take his new political coalition to the statehouse to help defeat the $60-million pay hike sought by the teachers' union, an affiliate of the National Education Association.

Mr. Teague was joined in his denunciation of the pay raise by representatives of the Alabama Association of School Boards, the Alabama Congress of Parents and Teachers, the Alabama Association of School Administrators, the Alabama Council for School Administration and Supervi-

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Teacher Will Be Shuttle's Next Civilian Passenger

BLAKE RODMAN

At NASA press conference: left to right, teacher finalists Michael Metcalf and Judith M. Garcia; William R. Graham, acting NASA administrator; Lawrence Davenport, U.S. Education Department; and Mary H. Futrell, N.E.A. president.

Idaho's Morgan Gets Nod; Other Finalists Insist They Knew of the Risks

By J.R. Sirkin

WASHINGTON—While investigations of the space shuttle Challenger disaster intensified last week, the National Aeronautics and Space Administration announced that Idaho teacher Barbara R. Morgan had been invited to follow in Sharon Christa McAuliffe's footsteps and become the first U.S. civilian in space.

Later that day, at a press conference in Boise, Idaho, Ms. Morgan, the runner-up to Ms. McAuliffe in last year's nationwide search for the first teacher in space, appeared to accept NASA's offer to fly on the shuttle.

"We have an opportunity to teach an entire generation a very important lesson," said Ms. Morgan, who teaches at McCall-Donnelly Elementary School in McCall, Idaho.

"The Challenger mission was a schoolchildren's mission. They're waiting to see what adults will do in a situation like this. I'm ready to be their partner."

A Teacher Goes Next

At a press conference NASA called last Thursday to affirm that it would press ahead with the educational aspects of the shuttle program, William R. Graham, the space agency's acting administrator, said that NASA would continue to send civilians into space, and that a teacher would be the first civilian to fly on the shuttle when—and if—the embattled program resumes.

"We certainly don't intend to have the citizen space-flight program end with any one space flight or with one person," Mr. Graham said. "The President said that a teacher should be the first private citizen in space, and we're going to continue with that commitment."

A journalist had previously been scheduled for the next civilian space flight.

Flanked by Mary Hatwood Futrell, the president of the National Education Association, representatives of the American Federation of Teachers and the U.S. Education Department, and two of the 10 teacher-in-space finalists, Mr. Graham also said that Ms. Morgan would be given first choice for a seat on the shuttle.

"It's the consensus of the finalists that in fact Barbara should be offered the first opportunity when we resume space flight, and she will be offered that opportunity," he said.

Continued on Page 20

Mixed Signals: Computer Plans Frustrated by Incompatibility

By William Snider

Although computer manufacturers have begun to talk about trying to standardize their products, the incompatibility of the hardware and software now on the market is posing a substantial long-range planning problem for school administrators.

"People in school districts find themselves frustrated when a new piece of software comes out that they can't run on their machine," said Marc Tucker, executive director of the Carnegie Forum on Education and the Economy.

"Or if they buy a machine that is incompatible, they can't use the software that they already have," he added. "They don't want to deal with these kinds of problems—they're interested in what they can do from an instructional viewpoint."

But industry experts predict that personal-computer components are unlikely to be standardized within the next decade.

The resulting choice for school administators, who are expected to invest $600 million this year alone for computer-related equipment, is between adding equipment that is compatible with their existing stock—but may soon be obsolete—or purchasing the most advanced technology—which may not work with their present hardware and software.

One market analyst predicts that most schools will "continue to purchase the equipment they've tried and are happy with, until the industry shakes itself out."

Standardization Dilemma

From a user's viewpoint, it would be ideal if any software program could operate on any personal computer—just as a cassette tape by any manufacturer will operate in any manufactured cassette player. Instead, a school's choice of computer hardware limits its software choices, and vice versa.

But educators should not expect the computer industry to respond quickly to such dilemmas, because "school people have never had the clout that drives technology," said Frank Withrow, director of the division of technology in the U.S. Education Department's office of educational research and improvement. "The educational market just isn't that large."

In fact, despite repeated calls for the computer industry to develop standards, many experts do not see standardization as a de-

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IN SUMMARY

Another School for Scandal
The president of "United States University of America" has become the 15th person indicted in a "diploma mill" probe. **Story on Page 4.**

Cluster Suicides
Educators, students, and parents are struggling to cope with three suicides and two attempts at an Omaha high school. **Story on Page 4.**

Never Too Soon To Intervene
The National Governors' Association is encouraging states to devote more attention to early-childhood development. **Story on Page 6.**

Teaching Teachers High-Tech
Only half of undergraduate teacher-training programs offer courses on using computers, a federal study has found. **Story on Page 11.**

Budget-Cutting Confusion
The initial budget cuts mandated by Gramm-Rudman will occur despite a ruling that the law is unconstitutional. **Story on Page 15.**

An Analysis of School Spending
A Census Bureau report has found spending for K-12 education rose 7.1 percent in 1984, but new bond issues fell. **Story on Page 15.**

Shortfalls Hurting States
A number of states have reduced fiscal 1986 spending on education in efforts to avert year-end deficits. **Story on Page 15.**

A Decision To Proceed
The U.S. Commission on Civil Rights has voted to proceed with a controversial school-desegregation study. **Story on Page 16.**

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"Meeting the Needs of Native American Students," Native American Science Association.
Statement on Page 28

"A National Effort to Improve Geographic Standards Demands Support from Teachers and Administrators," American Geographical Society, Association of American Geographers, National Council for Geographic Education, National Geographic Society.
Statement on Page 28

"The Science of Thinking: Research for the Classroom," Center for Research Into Practice.
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THE WEEK

STATES

Oregon Textbook Re-Ignites Old Political Feud

The Oregon Board of Education is expected to decide in March whether to approve the use of a textbook that has become the focal point in a continuing debate between environmentalists and business groups.

"It really hit a nerve," said a spokesman for the state department of public instruction.

The book, "Get Oregonized," is intended as a 4th-grade textbook on Oregon history. Environmental groups have attacked it, saying it is biased toward development. They note that the book cites dune buggies on beaches as an example of tourism and blames weather—but not overfishing—as a possible cause for the decline of salmon runs.

Others have pointed out that the text makes only passing reference to Portland, Oregon's largest city, and fails to record the role of minorities and women in Oregon's history.

In addition, critics note that the book contains grammatical and spelling mistakes.

Agriculture and timber-industry groups, which helped underwrite the book's publication, have risen to its defense. The debate comes at a time when the industries are in trouble, and the business groups have long charged the environmentalists with impeding their progress through regulation.

The Oregon Textbook Commission approved the use of the book late in 1985 by a 4-to-2 vote. If the state board goes along, the book can be used as a primary textbook. In the meantime, districts can decide whether to use it as a supplementary textbook.

'Report Card' Lists Goals for Indiana School Officials

Developing better indicators of student achievement will be one of the primary tasks facing state education officials during the next year, H. Dean Evans, the Indiana superintendent of schools, said in releasing a new annual report on the state's schools this month.

In addition, he said, state officials will focus their efforts on helping local officials in the areas of teacher performance and accountability, budgeting and planning, and human-resource development.

Mr. Evans outlined the goals for department officials in his first "report card" on the state's school systems. He said he intends to issue similar annual assessments of educational progress in coming years.

"Clearly, we have made some progress in improving test scores over the past five years," wrote Mr. Evans. "These improvements, while important, are by no means sufficient."

He added that the state department hoped to conduct more accurate assessments of the performance of students by developing "meaningful standardized tests."

Scholarships Urged To Bring Minorities Into Teaching

The superintendent of the Milwaukee Public Schools has suggested that the state sponsor 100 scholarships a year for the next 10 years for minority high-school students who want to become teachers.

Superintendent of Schools Lee R. McMurrin proposed the scholarships last month before a state Assembly committee meeting on minority recruitment at the university level. He likened the plan to the educational incentives offered to veterans under the G.I. Bill.

"We have to find a way to deal with the lack of minority teachers," Mr. McMurrin said. "We already feel the effects of the shortages in the city."

Although more minority students are graduating from Wisconsin high schools, few choose careers in education, Mr. McMurrin said. "Teaching is a great profession, and graduates can find ready employment in the state," he added.

"The scholarships are a fairly inexpensive way to have a good impact on the problem," he said.

State officials have not responded officially to the proposal, but Mr. McMurrin said that top officials in the education department have voiced their approval.

Boards May Not Use Funds To Influence Voters, Court Rules

New York school boards may not spend public funds to tell taxpayers how they should vote on school budgets or bond issues, according to a 6-to-0 decision by the state's highest court.

The ruling overturns a longstanding policy by the state department of education, which had permitted advocacy by school boards.

The case involved the Wheatland-Chili school district near Rochester, where in 1983 the school board spent $89 in a successful campaign to win approval of a $2.6-million bond resolution.

Responding to a taxpayer-initiated lawsuit, the state court of appeals ruled that the advertising was illegal. Public funds may be spent to explain school issues, the court said, but not to "exhort the electorate to cast their ballots in support of a particular position advocated by the board."

Kenneth Pawson, a lawyer for the state education department, predicted that the decision will have "little real effect" because boards will still be able to provide information aimed at shaping voters' opinions. "You just can't have open, blatant advocacy," as in the past, he said.

UPDATE

Cardinal John Krol of the Philadelphia Archdiocese last week presented a **proposal that could keep Roman Catholic High School open** if the historic institution is able to register 250 students for the incoming freshman class in September. *(See Education Week, Feb. 12, 1986.)*

Under Cardinal Krol's proposal, Roman Catholic would be able to recruit students from any of the 260 parochial elementary schools in the archdiocese, a departure from the previous policy of assigning students from each parish to particular high schools.

Cardinal Krol had indicated last month that the archdiocese might be forced to close Roman because of declining enrollment. The number of students at the school, which is the oldest archdiocesan high school for boys in the nation, has dropped from more than 1,000 a decade ago to a projected 525 in the fall. Roman's current freshman class has only about 150 students.

But the threatened closing led to protests from Roman alumni, parents, and supporters, who said last week that they were relieved by Cardinal Krol's latest proposal and confident that recruiting efforts would boost the size of the incoming freshman class.

□

The number of schools on a year-round schedule in the Los Angeles Unified School District will not increase next year under any of the four final plans for alleviating anticipated overcrowding that the city's board of education is now considering.

Currently, 93 of the district's 618 schools are on a year-round schedule, and the board has discussed adopting such a calendar throughout the entire district to create space for the additional 82,000 students that are expected to enroll in the next five years. *(See Education Week, Oct. 16, 1985.)*

Because some board members oppose year-round scheduling, the plans were devised to ensure that no more than 26 additional schools would have to move to such a schedule by the following school year, a spokesman for the district said.

The four plans rely on temporary measures, such as portable classrooms, that will enable the district to delay moving to a year-round schedule, according to a district spokesman.

The primary differences in the

U.S. Surveys Education-School Computer Use

By William Snider

Nearly 90 percent of the nation's education schools offered computer training to prospective teachers during the 1983-84 school year, according to a new federal study.

However, students in graduate teacher-training programs had access to a greater number and wider variety of computer-related courses than did their undergraduate counterparts, according to the survey, which was conducted by the U.S. Education Department's center for statistics.

The study—based on a representative sampling of 428 institutions—found that only 50 percent of undergraduate programs offered courses focusing mainly on computers as objects of learning or on their use as teaching or learning tools.

The survey found that 64 percent of graduate education programs offered at least one computer course, and the average number of credits offered was twice that found in undergraduate programs.

Perceived Obstacles

While more than 50 percent of the education departments responding to the survey assigned a high priority to increasing their computer course offerings, 42 percent cited a shortage of computer-trained faculty as a major obstacle to their plans.

About 45 percent of respondents said inadequate software thwarted their plans to expand offerings, while 34 percent cited inadequate hardware.

In the greatest area of agreement, only 3 percent of schools of education said that insufficient student interest was a significant obstacle to additional offerings.

A quarter of schools assigned a high priority to increasing their inservice computer training for practicing teachers, but 42 percent said they already offer such training.

The survey found that 510 education schools offered an average of 15 hours of inservice computer training to an average of 166 teachers during the 1983-84 school year.

Elementary Emphasis

Prospective elementary-school teachers were more likely to have computer components in their curriculum and methods courses than prospective secondary-education teachers; 72 percent of elementary-level programs offer at least one such course, compared with 63 percent of secondary programs. But secondary-education students were more likely to be required to enroll in a computer course.

Of the 600 schools of education offering at least one computer course, 47 percent mandated a course for at least one field in secondary education, while only 33 percent required one in their elementary programs.

Among schools that did not distinguish between elementary and secondary programs, the survey found that 54 percent require at least one computer course.

Many schools required their students to work with microcomputers, which are more common in precollegiate education than the mainframe computers usually found at institutions of higher education.

The survey estimated that approximately 10,000 microcomputers are located in schools of education, while another 10,000 are available to education students, for an average of 26 for each school of education that offered a computer course.

Computer Courses in Education Schools

(In schools offering at least one course)

Primary content of courses[1]	Undergraduate: Percent of schools offering courses[2]	Undergraduate: Average number of credits offered[3]	Graduate: Percent of schools offering courses[4]	Graduate: Average number of credits offered[3]
Introduction to computers/ general overview	82	2.8	47	3.6
Instructional uses of computers, e.g., computer-aided instruction	42	3.2	82	4.6
Programming	25	3.7	52	5.3
Software or hardware	19	2.8	28	3.2
Computers as tools, e.g., computer-managed instruction	13	3.1	31	3.5

[1] Computer courses were identified in the questionnaire as computers-in-education courses. These were defined as courses (either graduate or undergraduate) offered solely by the school/department of education, jointly with another department (e.g., mathematics department), or by another department but required by the department of education of all education students. These courses must also provide instruction during at least 80 percent of class time on computers as objects of learning or in their use as learning or teaching tools.

[2] Based on [illegible] schools offering at least one undergraduate computer course.

[3] Average credits are based only on those schools offering courses.

[4] Based on 473 schools offering at least one graduate computer course.

Source: Office of Educational Research and Improvement

Vermont Law Raises Drinking Age to 21

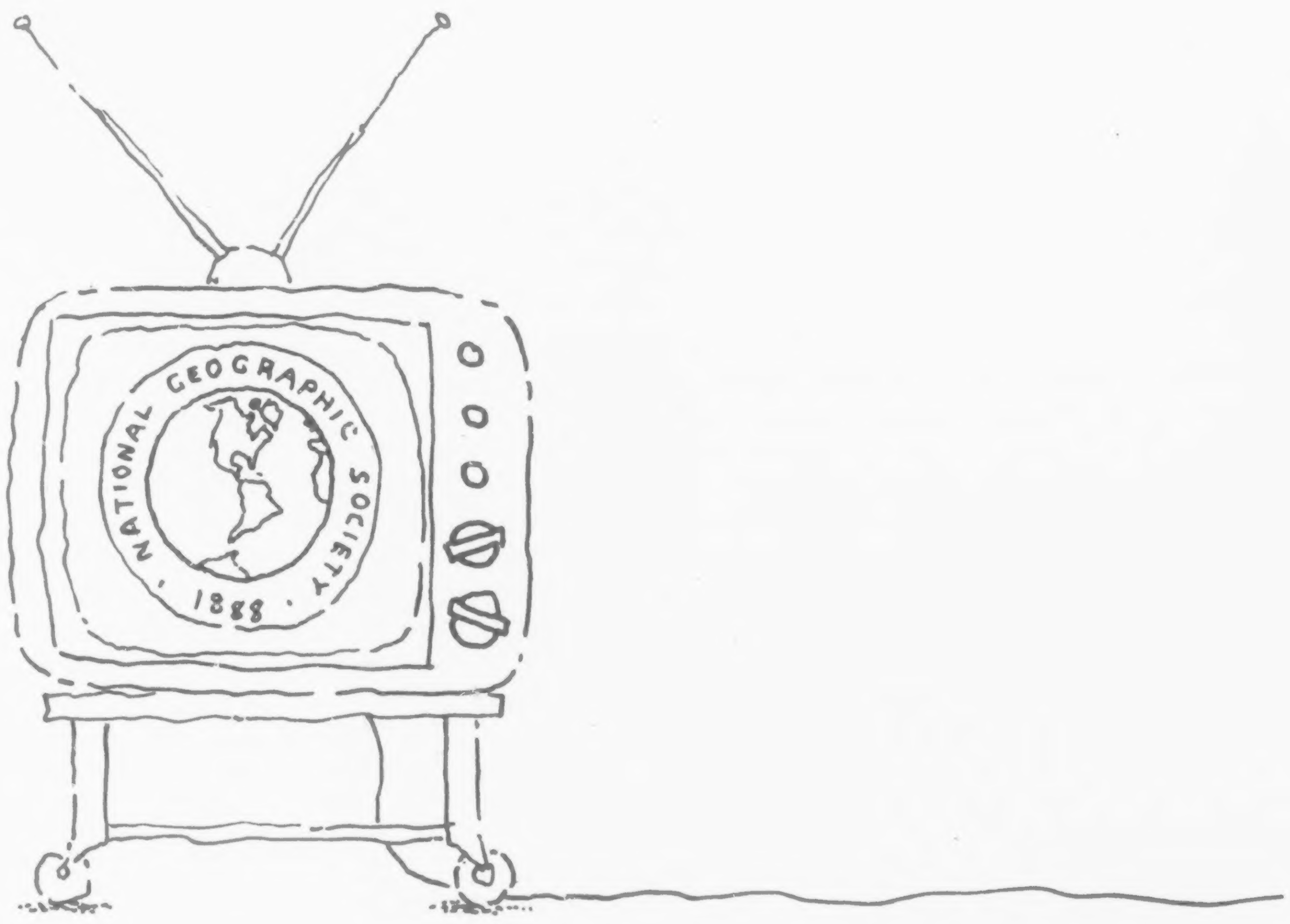
Gov. Madeleine M. Kunin of Vermont has signed into law a provision that raises the state's drinking age from 18 to 21. The other states in the Northeast have already made that move.

The provision goes into effect on July 1. Under the law, those who are already 18 or who reach the age of 18 before July can continue to purchase alcoholic beverages, according to Robert S. Sherman, executive assistant to the Governor.

Last year, the Coalition of Northeastern Governors, of which Vermont is a member, approved a resolution to establish a uniform regional drinking age of 21 by June 1, 1985, or as soon thereafter as was practical. *(See Education Week, Feb. 6, 1985.)*

Under federal law, states that do not raise their minimum drinking age could lose federal highway funds.

The intent of the governors' resolution was to comply with the federal mandate and to decrease traffic fatalities that are caused by underage youths crossing state borders to purchase alcohol in states with lower drinking ages. —A.B.



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CALLING THE SHOTS?

A coalition of education groups has charged that proposals by the Education Department to change the way it awards research grants and contracts would rob research laboratories and centers of their autonomy and place them under the control of a "federal research czar."

See Page 9.

FALLING APART?

A $2.5-billion bankruptcy settlement proposed by the Manville Corporation that includes a fund of at least $125 million to reimburse school districts and others for the costs of asbestos removal may be undone by opposition from the firm's business creditors.

See Page 5.

TURNING AROUND?

Brushing aside criticisms of his department's "wall chart," Secretary of Education William J. Bennett has declared that the third annual compilation of state education statistics provides proof of a "dramatic turnaround" in the performance of the nation's schools.

See Pages 1 and 12.

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For 211,000 Educators, 'There Is So Much at Stake'

Lone Star Test Becomes a Texas-Sized Production

By Blake Rodman

Jerry Wilson has been the principal of a Littlefield, Tex., junior high school since 1978. Before that, he taught mathematics in various Texas schools for 16 years. But success is no antidote, he says, for the apprehension he feels over the new mandatory literacy test that all teachers and administrators in the state must take next month.

"What if I make a mistake and don't make it?" he asks. "What else can I do at my age? I've dedicated my life to kids and teaching."

Like thousands of his colleagues, Mr. Wilson is taking nothing for granted. He has attended one of the proliferating number of refresher courses on grammar, punctuation, and test-taking skills that have been offered by teachers' organizations in the state. So widespread is the fear of job loss among Texas educators that such courses have attracted an estimated 200,000 registrants, many of whom paid up to $75 in fees to attend.

Demand for pre-test aid has been so intense, in fact, that the University of Texas, which helped develop and administer one of the study courses, is expected to net an "unexpected windfall" of $1 million for its efforts.

And teachers' unions, never a potent force in Texas education, say frustrations and fears surrounding the test have boosted their memberships.

Yet all of the anxiety has been generated by what proponents of the test claim is an examination that anyone who can read and write will be able to pass.

For those who do not pass, however, the

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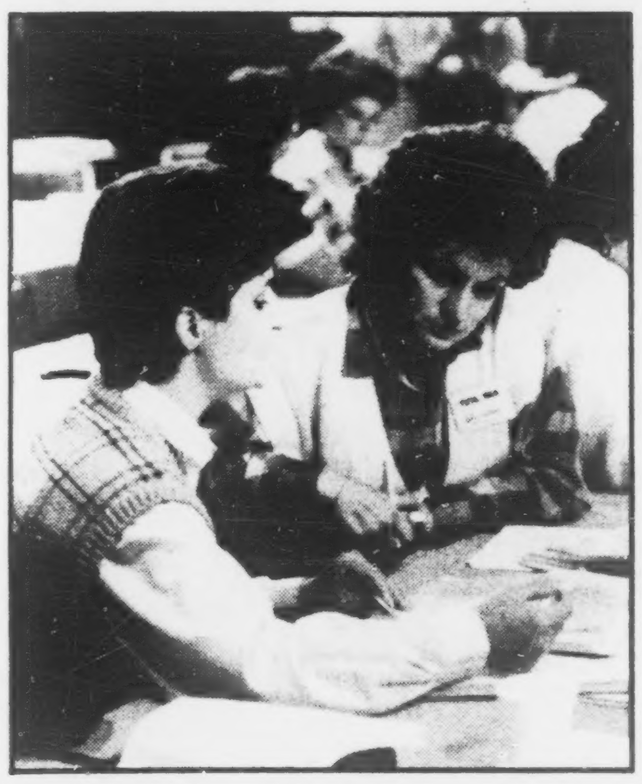

Teachers study for test at one of 700 workshops given by their union.

Governors' Education Plan Vying for Attention, Resources

Federalism Issues, Not Schools, May Preoccupy N.G.A.

By J. R. Sirkin

WASHINGTON—Last summer, when Gov. Lamar Alexander of Tennessee announced the National Governors' Association's bold new education initiative, the *Governors' Report on U.S. Education, 1991,* it seemed at first blush a logical extension of the governors' renewed interest in schools.

NEWS ANALYSIS

But as one observer noted at the time, Mr. Alexander, a Republican, had in fact "pulled a coup" by creating seven new education task forces and placing them on top of the N.G.A.'s entrenched committee structure.

Although focused on education, the task-force initiative was part of a broader effort to wrench the governors' organization away from its federal-state focus and turn it into more of a service organization for the states.

Governors, Mr. Alexander said, "should spend more time on better schools and jobs" and "less time arguing about war, welfare, Social Security, and debt." The N.G.A., he said, should help them "do better at what we spend most of our time doing."

But with huge possible federal budget cuts hanging over their heads as a result of the Gramm-Rudman-Hollings deficit-reduction law and the President's proposed fiscal 1987 budget, that commitment was to be put to the test this week as the governors convened here for their annual winter meeting, marking a critical juncture in the ultimate success or failure of their education initiative.

Deep-Seated Split

A quick look at the agenda for the governors' meeting here reveals a deep-seated split in the N.G.A.'s activities and the competing demands for the governors' attention and resources that have resulted from that split.

In a move clearly designed to secure the best possible press coverage for its education initiative, the first day of the three-day meeting was set aside almost exclusively for discussion of education issues.

On Saturday, the day before the official start of the meeting, five of the seven task forces were to meet, most for the second time. On Sunday morning, the governors were scheduled to debate the format of the initiative's "report card" aspect. A general discussion of education issues was scheduled for Sunday afternoon, including re-

Continued on Page 15

Bennett Says 'Wall Chart' Shows Gains

By James Hertling

WASHINGTON—Secretary of Education William J. Bennett, brushing aside criticism of his department's "wall chart," declared last week that the third annual compilation of state education statistics illustrates a "dramatic turnaround" in the performance of the nation's schools.

Mr. Bennett, in releasing the chart at a press conference here, said the data prove that "contrary to the usual thinking, test scores can be increased and dropout rates decreased at the same time."

"Clearly, raising standards and expectations for everyone means everyone benefits," he continued. "Excellence and equity go hand in hand."

But other educators—including former Secretary Terrel H. Bell, who initiated the wall chart, and the director of the Council of Chief State School Officers' new assessment project—have cautioned against drawing broad conclusions from the data.

Officials of testing companies and mem-

Continued on Page 10

E.D. Policy Shift Will Sharply Limit Rights Coverage

Former Chief Sends Memo On Final Day on the Job

By Alina Tugend

WASHINGTON—In an action taken on his last day in office, the Education Department's former civil-rights chief moved to make operational a new policy sharply limiting the application of federal civil-rights laws to schools.

Previously, the department's office for civil rights had been applying civil-rights laws institutionwide for schools that received either Chapter 2 or impact-aid funding from the federal government. Most schools across the country receive Chapter 2 aid.

But in a Dec. 30 internal memorandum obtained by *Education Week*, Harry M. Singleton, then director of O.C.R., instructed regional enforcement officials to reverse the institutionwide policy on Chapter 2 and to apply civil-rights laws only to those pro-

Continued on Page 11

Coast School Chief Joins Effort To Curb Rising Liability Costs

By Robert Rothman

State Superintendent of Public Instruction Bill Honig of California is leading a campaign to pass a ballot initiative aimed at curbing the high cost of liability-insurance premiums for school boards and other defendants in personal-injury suits.

The issue is one high on the agenda in virtually every state this year.

Mr. Honig announced at a press conference this month that he would serve as a statewide co-chairman of the campaign for the ballot initiative, known as the "Fair Responsibility Act." The statewide vote on the initiative will be on June 3.

"We have to get these costs under control because schoolchildren are the victims," Mr. Honig said. "The Fair Responsibility Act will help do that."

The proposed California measure would limit liability for so-called "non-economic" damages—such as mental anguish and pain and suffering—to the extent of a defen-

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IN SUMMARY

An 'Inefficient' Incentive
Minnesota's tax deduction for parents of public- and private-school students has little effect on "choice," a study finds. **Story on Page 4.**

Insignificant Health Threat
Ryan White, a 14-year-old with acquired immune deficiency syndrome, has won a legal battle to return to school. **Story on Page 5.**

'No Apparent Cause'
Clusters of student suicides and attempts are perplexing communities in central Massachusetts and Colorado. **Story on Page 5.**

Threatened With Extinction
A coalition of science educators is fighting to save a federal program to upgrade science and mathematics instruction. **Story on Page 8.**

'Enriched' With Vegetable Filler
Authorities are investigating charges that a supplier diverted federally supplied meats intended for schools. **Story on Page 8.**

A State-Level Title IX
Gov. Mario M. Cuomo of New York has proposed a stronger state law barring sex discrimination in schools. **Story on Page 6.**

Danger: Falling Tax Rates
Three states stand to lose substantial revenues if the federal tax-reform measure approved by the House is enacted. **Story on Page 6.**

Impact of Norfolk Ruling
The Justice Department has announced that 154 school districts may be able to eliminate busing for desegregation. **Story on Page 9.**

'American Apartheid'?
The President's budget policy favors the military at the expense of the needy, the Children's Defense Fund has charged. **Story on Page 9.**

A Legacy for Future Teachers
Both major teachers' unions are planning scholarship programs in memory of teacher-astronaut Christa McAuliffe. **Story on Page 11.**

In Search of Comparative Data
The head of a new center to assess and evaluate education discusses the problems of state comparisons. **Story on Page 14.**

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THE WEEK

FEDERAL

Barbara Lerner Nominated to Head Civil-Rights Office

The White House has officially nominated Barbara Lerner, an education consultant, lawyer, and psychologist, to head the Education Department's office for civil rights.

Ms. Lerner would replace Harry M. Singleton, who resigned from his post at the end of last year. Alicia Coro has been serving as acting director in the interim.

Ms. Lerner heads a Princeton, N.J., consulting firm, Lerner Consultants, which she founded in 1981. She has also written two books, *Therapy in the Ghetto* (1972) and *Minimum Competency, Maximum Choice: Second Chance Legislation* (1979), which advocated vouchers for public-school students who consistently failed to meet academic standards.

Civil-rights groups have expressed concern about Ms. Lerner's views, saying they do not view her as an advocate for minority groups.

Ms. Lerner's nomination must be confirmed by the Senate Labor and Human Resources Committee. An Education Department spokesman said the confirmation hearing is expected to be held within the next two weeks.

Bennett and Brock Oppose Creation of Job-Training Agency

Secretary of Education William J. Bennett and Secretary of Labor William E. Brock last week jointly criticized a Republican senator's bill to restructure the administration of the federal job-training programs.

They made their comments at a Senate hearing to which they were invited by the bill's sponsor, Dan Quayle, Republican of Indiana and chairman of the Senate Subcommittee on Employment and Productivity.

Both Cabinet members said they opposed S 1990, which would establish an independent agency—the Education and Training Partnership—in the executive branch to oversee the Job Training Partnership Act and federal vocational-education aid. The two programs are now administered by the Labor Department and Education Department, respectively.

Although both Mr. Bennett and Mr. Brock agreed that coordination between the two departments is necessary, the establishment of such an agency would "run counter to the Administration's efforts to create a leaner, more efficient federal executive branch," Mr. Bennett said.

Mr. Bennett—who halved funds for vocational education in his fiscal 1987 budget proposal—also said the vocational program should remain under the auspices of the Education Department.

Mr. Brock noted that "truly meaningful coordination must take place at the local level."

NATIONAL

A First: Salary For a Principal Tops $70,000 in '85

The salary of a high-school principal topped $70,000 for the first time this year, according to an annual survey of nearly 1,000 school systems conducted by the National Association of Secondary School Principals.

The association, which has been conducting surveys of principals' salaries for 12 years, reported that one senior-high-school principal is scheduled to earn $72;601 in the current school year. That principal is in an unnamed school district that enrolls between 2,500 and 9,999 students and spends more than $3,500 per pupil.

For schools with similar enrollments, NASSP found, the median maximum salary was $49,460.

NASSP officials attributed the new salary record to the importance placed on principals by school boards.

The lowest reported salary for a high-school principal was $15,200, in a district enrolling between 2,500 and 9,999 students and spending between $2,000 and $2,499 per pupil.

The highest-paid assistant principal, according to the survey, earns $63,964 in a district with an enrollment of between 2,500 and 9,999 that spends more than $3,500 per pupil.

The NASSP survey also found that the maximum salaries for principals and assistant principals increased by 5.7 to 10.9 percent between the 1984-85 and 1985-86 school years.

National Academy For Hearing Officers To Be Established

The first national academy to train officials who mediate special-education disputes is scheduled to start up this fall at San Francisco State University.

The Education for All Handicapped Children Act, P.L. 94-142, entitles handicapped children to a hearing before a hearing officer—either a lawyer or an official with special-education expertise—when parents and school officials are unable to agree on an appropriate school placement.

However, neither federal law nor most state laws require minimum training and support for hearing officers, according to S. James Rosenfeld, executive director of the academy.

Mr. Rosenfeld said the proposed training program will probably be conducted on-site by a team prepared to meet the particular needs of a state. He said he could not yet estimate the cost of the on-site training.

The academy will also collect data on the cost and number of hearings nationwide, he added.

The initial $30,000 in start-up costs for the National Academy of Hearing Officer Training is being provided by the San Francisco State University Foundation. Antony Lepire, professor of special education at the university, will serve as director of the academy.

DISTRICTS

Preschool Teacher Stabbed to Death In School Hallway

The estranged husband of a St. Louis preschool teacher was arrested on the grounds of the school this month shortly after he allegedly stabbed the woman to death outside her classroom.

Susan White, a Head Start teacher at De Pores Catholic Elementary School, was stabbed twice in the chest. She died shortly after arriving at a local hospital.

According to school officials, Ms. White saw her estranged husband, David White, approaching and asked her aide to call the police, who arrived on the scene minutes after the stabbing and arrested Mr. White.

Apparently, the 15 children in the classroom did not see the murder, but Ms. White fell in the doorway of the classroom after she was wounded, according to a school employee.

Denver Volunteers Offer Tutoring Help To Failing Pupils

Nearly 500 volunteer teachers and parents in the Denver Public School System last week began tutoring students as part of a new districtwide program dubbed "Partners in Education."

The three-day-per-week after-school tutoring plan was proposed by community leaders and school officials after over one-fourth of all students in grades 7 through 9 failed the district's new basic-skills competency test last December.

Over 30 percent of Hispanic,

Bennett Claims 'Wall Chart' Shows 'Turnaround' for U.S. Schools

Continued from Page 1

bers of "FairTest," an advocacy group that monitors the rights of those taking standardized tests, have also criticized the chart's use of scores from the Scholastic Aptitude Test and the American College Testing Program to measure student achievement.

Ramsay W. Selden, who heads the C.C.S.S.O.'s education-assessment center, said in an interview that the "wall chart is not useful" and that college-admission-test scores "are so misleading that they are really unsatisfactory." *(See interview on page 14.)*

But Mr. Bennett contended that "we don't have any reason to think it's not reliable data." He said that some state chiefs may be displeased with the results reported on the chart and have "let their unhappiness turn to skepticism."

Overall, Mr. Bennett said at the news conference, the wall chart contains "good news."

And he cited the data to support claims he has made often since becoming Secretary last February. He said, for instance, that "the excellence movement has clearly helped out poor and minority populations."

He also maintained that the figures show an insignificant relationship between expenditures on education and student performance.

"It is much more important how you spend your money than how much you spend," Mr. Bennett said.

Survey Findings

Among the findings of the department's national survey:

- Between 1982 and 1985, A.C.T. scores rose in 14 states, declined in 8 others, and remained unchanged in 6. Of those using the S.A.T., 20 states and the District of Columbia registered increases, and only 1 state had a decline.
- Iowa and Wisconsin were tied for the highest average 1985 A.C.T. score, followed by Minnesota. On the S.A.T., New Hampshire had the highest average score, followed by Oregon and Vermont.
- Mississippi had the lowest average 1985 A.C.T. score, preceded by Louisiana and by Arkansas and West Virginia (which were tied). On the S.A.T., South Carolina had the lowest average score, preceded by North Carolina and Georgia.
- South Carolina, despite its low score, recorded the greatest improvement in average S.A.T. score over the past three years, followed by the District of Columbia. On the A.C.T., Utah registered the greatest improvement, followed by Alabama and Kentucky (which were tied).
- In the area of "resource inputs," 37 states now provide or finance training for experienced teachers, and 31 require new teachers to take certification exams.
- And 31 states have developed or are initiating performance-based pay and other benefits for teachers.

Conclusions Drawn

In discussing the test scores, Mr. Bennett praised students for trying to meet standards set by President Reagan in a 1984 speech in which he called for dramatic increases in test scores and declines in the dropout rate. *(See Education Week, Sept. 6, 1984.)*

Test scores increased in 35 states and graduation rates increased in 39 states, Mr. Bennett pointed out.

The Secretary also singled out the performance of several states.

He noted, for example, that six states reported both an above-average number of poor children and above-average scores: California, Delaware, Illinois, Maine, South Dakota, and Virginia.

He also cited four states—Iowa, Nebraska, New Hampshire, and Vermont—for what he said were above-average test scores despite only average per-pupil expenditures.

The Secretary also outlined some of the conclusions that he said department analysts have drawn from the data. For example:

- Class size has only a "modest association" with test scores and graduation rates.
- Low test scores are more closely related to poverty rates among schoolchildren than to the minority share of enrollment; poverty and minority enrollment are "about equally correlated" with graduation rates.
- Federal spending has a "strong inverse" relationship to test scores and graduation rates, since most federal spending is targeted at disadvantaged and handicapped populations.
- The proportion of students identified as handicapped has no consistent relationship with states' test scores.
- Finally, the department finds no "consistent" relationship between the proportion of students taking the standardized tests and the test scores, and asserts that this finding undercuts the contention of some critics that scores are skewed by the proportion of a state's students taking the tests.

New York Governor Supports Tougher Sex-Equity Measure

Continued from Page 6

"The bill will ensure female and male students that they will have equal access to all available educational opportunities," he added.

Broad Provisions

If enacted, the new law would prohibit discrimination on the basis of sex in all admissions and recruitment procedures for all school programs and in the hiring or firing of school employees.

As currently proposed, the law would apply to all elementary or secondary schools, academies, vocational institutions, colleges, and private schools required to be licensed by the state education department. Only single-sex religious schools would be exempted.

The law would guarantee protection to school employees as well as to all students attending those schools or receiving state financial aid.

Persons who feel they have been victims of discrimination could either file a written complaint with the state commissioner of education or initiate a court action for damages and equitable relief.

The education department would be required to evaluate each school every three years to monitor compliance, and each school would be required to conduct a self-assessment within a year of the law's passage and make its findings available to state officials and the general public.

An unrelated bill proposed last week by Governor Cuomo would clarify the right of children or youth in temporary living arrangements to continue attending school in the district where they had last resided, and would provide them with travel allowances.

Parents could also choose to enroll their children in the district where they are temporarily residing.

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E.D. Moves To Limit Rights Coverage

Continued from Page 1

grams within a school directly funded by Chapter 2 monies.

"Elementary and secondary education is not, for purposes of analyzing jurisdiction under Chapter 2, a single function," the memo states.

The new directive stems from an October decision by an Education Department legal panel that the department could not require Pickens County, S.C., schools to drop single-sex gym classes, because the district's Chapter 2 funds are not specifically used for physical education. *(See Education Week, Nov. 27, 1985.)*

The review board, in making its decision on Pickens County, relied on the U.S. Supreme Court's 1984 ruling in *Grove City* v. *Bell*. That decision narrowed the reach of Title IX of the Education Amendments of 1972—which prohibits sex discrimination in educational institutions—and other similarly worded civil-rights laws to only those "programs or activities" of an educational institution that directly receive federal funding.

Currently, the review board is considering another civil-rights case—this one involving impact aid. If its judgment follows that in the Pickens case, the only other form of federal funding for schools that now triggers institutionwide civil-rights coverage would be similarly limited.

A spokesman for Secretary of Education William J. Bennett said last week the new policy has the Secretary's approval, but Mr. Bennett had not formally reviewed it.

Chapter 2

The Chapter 2 program consolidated about 40 categorical education programs into one $500-million block-grant program. The categorical programs that now fall under the umbrella of Chapter 2 include: instructional materials and school-library resources; guidance counseling and testing; arts education; and alcohol and drug-abuse education.

Under Chapter 2, states receive a grant based upon enrollment and distribute most of that money to local districts. Districts must specify to states how they use the funds.

Until the Pickens County ruling, the Education Department operated on the presumption that because the range of programs for which Chapter 2 funds may be used "reaches throughout the school district's programs, . . . all of a [local-education agency's] programs and activities are subject to O.C.R.'s jurisdiction," according to a memo distributed by Mr. Singleton to the regional offices in July 1984, following the *Grove City* decision.

The Dec. 30 Singleton memorandum on Chapter 2 was also distributed to the 10 regional O.C.R. offices. Mr. Singleton resigned Dec. 31.

The memo states that the Pickens County ruling nullifies the earlier directive. Rather than assuming that any school that receives Chapter 2 money falls under O.C.R.'s jurisdiction, the regional office investigating a case must view Chapter 2 as "a collection of separate and distinct statutory programs," the memo says.

It quotes the quasi-judicial Civil Rights Reviewing Authority—a seven-member board of nongovernment lawyers appointed by the secretary of education and charged with ruling on appeals made by school districts or O.C.R. on decisions by administrative-law judges. That panel's ruling had said that Chapter 2 funds are earmarked because districts list specific programs in their applications for Chapter 2 assistance and must use the federal funds they receive for those programs.

The ruling means that regional O.C.R. offices now have to work their way through a maze of programs and activities to determine which are and which are not Chapter 2-funded.

The memo warns that regional offices must not simply look at how money is distributed organizationally, but also functionally. The regional office's investigation "must look beyond the names of the organizational parts to the actual operation of the parts . . . [to] ascertain what the component *does*, not just what it is *called*," the memo says.

For example, it states, if a drug-abuse curriculum funded by Chapter 2 is taught in driver-education classes, O.C.R. has jurisdiction over the driver-education program.

However, if drug-abuse material is not made part of the driver-education curriculum, but is taught by the driver-education teacher in the room used for driver education during other periods, the driver-education program cannot be said to be subject to civil-rights jurisdiction, the memo states.

Because most sports and physical-education activities do not receive Chapter 2 funds, O.C.R. would probably not have jurisdiction over such activities, experts agreed.

The memo gives O.C.R. "a little more direction," said Richard Slippen, executive director of the reviewing authority. "A lot of cases weren't pursued because [the regions] weren't sure what standard to apply."

However Phyllis McClure, director of the NAACP Legal Defense and Educational Fund Inc., said that the new guidelines impose "an enormous burden" on O.C.R. as well as on recipients of federal funds.

"Elementary and secondary schools are far more uniform and coherent than postsecondary institutions," she said. "It renders the whole system ludicrous to say that a math class is covered because it received some money for metric education, then when you go to social studies, there is no federal money, so it is not covered. It trivializes civil-rights enforcement."

"This will have a devastating impact on enforcement of all civil-rights laws as they apply to elementary and secondary schools," added Marcia Greenberger, managing lawyer for the National Women's Law Center. "We're now seeing the implications of *Grove City* being taken to their furthest extreme."

A Lauderdale, Ala., impact-aid case now pending before the reviewing authority questions whether impact aid is a form of federal funding or simply "reimbursement for loss of tax revenues," Mr. Slippen said.

Impact aid is granted to about 2,900 school districts that enroll a certain percentage of students with parents who work in federal jobs, live on federal property, or both.

Mr. Slippen said the reviewing authority is expected to issue a decision on the case soon.

McAuliffe Scholarships Planned

WASHINGTON—The American Federation of Teachers has established a new scholarship program for outstanding education majors at Bowie State College in Maryland, in memory of Sharon Christa McAuliffe, who perished last month in the space shuttle Challenger explosion.

Ms. McAuliffe received her master's degree in education at Bowie State in 1978. She was a member of the A.F.T. while a teacher for the Prince George's County (Md.) school system.

The National Education Association, the teachers' union Ms. McAuliffe belonged to at the time of her death, has said it also plans to start a scholarship program to honor the New Hampshire high-school teacher. She had been president of the Bow, N.H., N.E.A. affiliate.

The A.F.T., which had planned to air a special 30-minute television broadcast on the Shuttle mission in March, now plans to dedicate the March edition of its television series, "Inside Your Schools," to Ms. McAuliffe. The show will feature segments with outstanding teachers, A.F.T. officials said.

"Inside Your Schools" is carried on 100 Public Broadcasting Service stations, the Learning Channel Network, and 300 local cable stations, according to the A.F.T.

Bowie State, located between Baltimore and Washington, enrolls some 2,300 students, about 70 percent of whom are minority students.

The A.F.T. has asked that contributions to the scholarship fund be made payable to the "McAuliffe Scholarship/BSC Foundation," and that they be sent to the A.F.T.'s Public Relations Department, 555 New Jersey Ave., N.W., Washington, D.C. 20001.

Contributions are welcome from the general public as well as from A.F.T. members, a spokesman said.

In other developments related to the shuttle disaster:

- The Board of Education of the Shawnee Mission (Kan.) School District voted Feb. 10 to name a new elementary school, now under construction, the Christa McAuliffe Elementary School.

"I believe this may be the first of many school districts that will honor Mrs. McAuliffe in this manner," said Superintendent Raj K. Chopra.

- Films for the Humanities Inc., a Princeton, N.J., concern, is distributing "Teacher in Space," a 50-minute film portrait of Ms. McAuliffe produced by Westinghouse Broadcasting and Cable Inc. and narrated by Burgess Meredith. The film, available in all videocassette formats, was produced before the launch and profiles Ms. McAuliffe's life and work, presenting her in the classroom, with family and friends, and during her astronaut training.

The film is available for purchase or rental, according to the distributors, and is accompanied by a two-part discussion guide that presents both the lessons from space and suggested approaches for dealing with students' responses to the tragedy.

For further information, write or call Films for the Humanities, Inc., P.O. Box 2053, Princeton, N.J. 08540; (609) 452-1128.

—J.R.S. & M.S.R.

FOOTNOTES FOR CHART ON PAGES 12 & 13

1. Each state's score is shown in the column that designates the test [the American College Testing Program (A.C.T.) or the Scholastic Aptitude Test (S.A.T.)] taken by most college-bound high-school students in the state. Washington State is not included because fewer than 20 percent of its high-school students took either the A.C.T. or S.A.T..

2. Rankings are explained in the following list.

Columns 1 & 3 .... From highest (1) to lowest (28) A.C.T. score
Columns 2 & 4 .... From highest (1) to lowest (28) percentage
Columns 5 & 10..... From largest increase (1) to largest decrease (28) in scores between 1982 and 1985
Columns 6 & 8........ From highest (1) to lowest (22) S.A.T. score
Columns 7 & 9 .... From highest (1) to lowest (22) percentage
Columns 16 & 17 .... From highest (1) to lowest (51) graduation rate
Columns 19 & 20 .... From highest (1) to lowest (51) salary
Columns 24-25........ From smallest (1) to largest (51) ratio
Columns 28 & 29 .... From highest (1) to lowest (51) percentage
Columns 31 & 32 .... From highest (1) to lowest (51) expenditure
Columns 33 & 34 .... From highest (1) to lowest (51) percentage
Column 35 .... From highest (1) to lowest (51) income
Column 36........ From highest (1) to lowest (51) rate
Columns 37-39........ From highest (1) to lowest (51) percentage

3. ACT scores and the percentages of graduates taking the exam may not be strictly comparable between 1985 and 1982. The 1985 scores and number of test takers represent data for students who took the A.C.T. exam as seniors, and for those who took the test as juniors but did not take it again when they were seniors. Prior years' scores and numbers of test takers included all test takers. This distinction accounts for the large decline in the percentage of test takers reported in many states in 1985 relative to prior years. ACT has undertaken an analysis of the impact of the change in the definition of test takers on test scores; however, the analysis has not been made publicly available.

4. The 1985 estimated percentage of high-school graduates taking the A.C.T. or S.A.T. was calculated by dividing the number of 1985 A.C.T. or S.A.T. test takers by the number of 1984 public and 1980 private high-school graduates. The number of 1985 high-school graduates was not available.

5. The 1982 estimated percentage of high-school graduates taking the A.C.T. or S.A.T. was calculated by dividing the number of 1982 A.C.T. or S.A.T. test takers by the number of 1982 public and 1980 private high-school graduates.

6. The President's 1990 test-score challenge is for each state to regain by 1990 at least half the test-score losses since the 1960's. Since the national 1972 S.A.T. score is about halfway between national S.A.T. scores in 1963 and 1984, when the challenge was first issued, 1972 test scores were used as the 1990 test-score-improvement goal. The 1986 test-score-improvement goal for each state is the annual amount needed to realize the 1990 goal.

7. A state met the 1985 challenge if the 1984-to-1985 improvement in its A.C.T. or S.A.T. scores was large enough to meet the 1985 annualized target toward the 1990 challenge.

8. Graduation rates are for public schools only, because recent data on private high-school graduates were not available by state. The adjusted graduation rate was calculated by dividing the number of public high-school graduates by the public 9th-grade enrollment four years earlier. Ninth-grade enrollments include a prorated portion of the state secondary-school students who were unclassified by grade. Graduation rates were also corrected for interstate population migration. Information to adjust graduation rates for the number of students receiving G.E.D.S is not currently available. Details are available upon request.

9. The President's graduation-rate goal is 90 percent. The 1984 adjusted graduation rate was subtracted from this.

10. Average annual salaries of all public-school teachers.

11. States classified as having performance-based programs include those which have implemented statewide programs, funded pilots or local programs, or established mechanisms for such programs as of the summer of 1985. Pennsylvania and Washington are included as having such programs in addition to states officially so classified by a Southern Regional Education Board survey.

12. States classified as having inservice training include those in which the state provides or finances such training. State requirements that local school districts provide inservice training was insufficient to classify a state as offering a state inservice program.

13. This column indicates the test required for new-teacher certification, and the year of implementation. A dash indicates that the state does not have a new-teacher certification-examination provision. The tests indicated are:

N.T.E.: National Teacher's Exam; State: A state-developed exam; Other: Other national or regional exam; NA: An exam is required, but a specific exam has not been selected for use.

14. The pupil/teacher ratio is the number of public elementary and secondary students divided by the number of public elementary and secondary full-time equivalent teachers.

15. The pupil/staff ratio is for public elementary and secondary full-time- equivalent staff and students. The number of staff includes all professional and nonprofessional building and district-level employees; it does not include personnel for contracted services (because this information is not available) or state-level education personnel. Support staff for Connecticut, Texas, and Montana are underreported.

16. State compensatory-education programs represent programs where the state allocates funds to school districts for the provision of services to special-needs populations. These programs include programs begun in the 1984-85 school year.

17. The percentage of handicapped students includes all handicapped students counted under both P.L. 94-142 and P.L. 89-313.

18. D.C. and Georgia have recovered their S.A.T. losses since 1972. (See footnote 6 for explanation of 1990 and 1986 test-score challenges.)

19. D.C. has met the President's 1990 challenges in prior years.

YEAR AND SOURCES OF DATA, BY COLUMN:

Column 1 .....Individual State Education Agencies
Column 2 .....Individual State Education Agencies; N.C.E.S., *Digest of Education Statistics, 1983-84;* Center for Statistics, O.E.R.I., U.S. Department of Education, Unpublished Preliminary Data
Column 3 .....Individual State Education Agencies
Column 4 .....3 Individual State Education Agencies; N.C.E.S., *Digest of Education Statistics, 1983-84;* Center for Statistics, O.E.R.I., U.S. Department of Education, Unpublished Revised Data
Column 6 .....The College Board
Column 7 .....The College Board; Individual State Education Agencies; N.C.E.S., *Digest of Education Statistics, 1983-84;* Center for Statistics, O.E.R.I., U.S. Department of Education, Unpublished Preliminary Data
Column 8 .....The College Board
Column 9 .....The College Board; N.C.E.S., *Digest of Education Statistics, 1983-84;* Center for Statistics, O.E.R.I., U.S. Department of Education, Unpublished Revised Data
Column 16 ...Center for Statistics, O.E.R.I., U.S. Department of Education, Unpublished Preliminary Data; U.S. Bureau of the Census, Unpublished Data; U.S. Bureau of the Census, *Characteristics of the Population, General Population Characteristics, Census of the Population, 1980*, PC 80-1-B.
Column 17 ...Center for Statistics, O.E.R.I., U.S. Department of Education, Unpublished Preliminary Data; U.S. Bureau of the Census, Unpublished Data; U.S. Bureau of the Census, *Characteristics of the Population, General Population Characteristics, Census of the Population, 1980*, PC 80-1-B.
Column 19 ...National Education Association, Research Division, *Estimates of School Statistics* data file
Column 20 ...National Education Association, Research Division, *Estimates of School Statistics* data file
Column 21 ...Southern Regional Education Board, "Career Ladder Plans, Trends and Emerging Issues, 1985," July 1985, and Unpublished Data
Column 22 ...Individual State Education Agencies; Education Commission of the States, *Survey of State Teacher Policies*, October 1985
Column 23 ...Education Commission of the States, Clearinghouse Notes, November 1985
Column 24 ...Center for Statistics, O.E.R.I., U.S. Department of Education, Unpublished Preliminary Data
Column 25 ...Center for Statistics, O.E.R.I., U.S. Department of Education, *Digest of Education Statistics, 1983-84, Revised*
Column 26 ...Center for Statistics, O.E.R.I., U.S. Department of Education, Unpublished Preliminary Data
Column 27 ...Center for Statistics, O.E.R.I., U.S. Department of Education, *Digest of Education Statistics, 1983-84*
Column 28 ...Center for Statistics, O.E.R.I., U.S. Department of Education, Unpublished Preliminary Data
Column 29 ...Center for Statistics, O.E.R.I., U.S. Department of Education, Unpublished Revised Data
Column 30 ...Decision Resources Corporation, "Summary of State Compensatory Education Programs, May 1985
Column 31 ...Center for Statistics, O.E.R.I., U.S. Department of Education, Unpublished Preliminary Data
Column 32 ...Center for Statistics, O.E.R.I., U.S. Department of Education, Unpublished Revised Data
Column 33 ...Center for Statistics, O.E.R.I., U.S. Department of Education, Unpublished Preliminary Data; U.S. Bureau of Economic Analysis, September 1985 Press Release
Column 34 ...Center for Statistics, O.E.R.I., U.S. Department of Education, Unpublished Revised Data; U.S. Bureau of Economic Analysis, September 1985 Press Release, revised 1982 data
Column 35 ...U.S. Bureau of Economic Analysis, September 1985 Press Release
Column 36 ...U.S. Bureau of Census, General Social and Economic Characteristics, December 1983
Column 37 ...N.C.E.S., *Digest of Education Statistics, 1983-84*
Column 38 ...U.S. Department of Education, Office of Special Education and Rehabilitative Services; Center for Statistics, O.E.R.I., U.S. Department of Education, Unpublished Preliminary Data

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NA — Not available. The following data are not available for the reasons shown.

Notes:

1. All series have been updated using most recent data available. Minor variations in columns from previous charts may therefore occur.
2. The Center for Statistics (C.S.), O.E.R.I., U.S. Department of Education superseded the National Center for Education Statistics (N.C.E.S.) in 1985.

State Education Statistics: Student Performance, Resource Inputs, and Population Characteristics, 1982 and 1985

PERFORMANCE OUTCOMES

STATE	RANK[2]	ACT[1] (28 STATES): 1985[3] SCORE (1)	ACT: PERCENT OF HIGH SCHOOL GRADUATES TAKING TEST (EST.)[4] 1985 (2)	ACT: 1982 SCORE (3)	ACT: PERCENT OF HIGH SCHOOL GRADUATES TAKING TEST (EST.)[5] 1982 (4)	ACT: SCORE CHANGE 1982-1985 (5)	SAT[1] (22 STATES): 1985 SCORE (6)	SAT: PERCENT OF HIGH SCHOOL GRADUATES TAKING TEST (EST.)[4] 1985 (7)	SAT: 1982 SCORE (8)	SAT: PERCENT OF HIGH SCHOOL GRADUATES TAKING TEST (EST.)[5] 1982 (9)	SAT: SCORE CHANGE 1982-1985 (10)	TEST SCORE IMPROVEMENT GOALS (GAINS TO MEET PRESIDENT'S 1990 CHALLENGE)[6]: ACT 1990 (11)	ACT 1986 (12)	SAT 1990 (13)	SAT 1986 (14)	DID STATE MEET 1985 CHALLENGE?[7] (15)	GRADUATION RATE ADJUSTED FOR MIGRATION AND UNCLASSIFIED STUDENTS[8] 1984 (16)	GRADUATION RATE 1982 (17)	PRESIDENT'S CHALLENGE:[9] GAINS TO MEET PRESIDENT'S GOAL OF 90% BY 1990 (18)
ALABAMA	NUMBER (RANK)	17.6 (20) T	51.5 (19)	17.2 (26)	55.3 (13)	+0.4 (2) T	-	-	-	-	-	+0.4	+0.1	-	-	YES	62.1 (49)	63.4 (44)	+27.9
ALASKA	NUMBER (RANK)	17.6 (20) T	36.6 (26)	18.7 (12) T	31.5 (27)	-1.1 (28)	-	-	-	-	-	+2.0	+0.4	-	-	NO	74.7 (25) T	64.3 (41)	+15.3
ARIZONA	NUMBER (RANK)	18.7 (16)	38.3 (25)	18.7 (12) T	41.2 (25)	0.0 (15) T	-	-	-	-	-	+0.6	+0.1	-	-	NO	64.6 (41) T	63.4 (43)	+25.4
ARKANSAS	NUMBER (RANK)	17.4 (25) T	52.8 (14)	17.7 (20)	56.3 (11) T	-0.3 (27)	-	-	-	-	-	+1.2	+0.2	-	-	NO	75.2 (22) T	73.4 (24)	+14.8
CALIFORNIA	NUMBER (RANK)	-	-	-	-	-	904 (9)	40.7 (21)	899 (4)	38.4 (20)	+ 5 (20)	-	-	+53.0	+10.6	NO	63.2 (44)	60.1 (50)	+26.8
COLORADO	NUMBER (RANK)	19.7 (4) T	60.4 (9)	19.6 (5)	66.8 (4)	+0.1 (12) T	-	-	-	-	-	+0.2	+0.1	-	-	NO	75.4 (21)	70.9 (31)	+14.6
CONNECTICUT	NUMBER (RANK)	-	-	-	-	-	915 (5)	68.3 (1)	896 (6) T	69.1 (1)	+19 (9)	-	-	+30.0	+ 6.0	YES	79.1 (11)	70.6 (33)	+10.9
DELAWARE	NUMBER (RANK)	-	-	-	-	-	918 (4)	54.1 (8)	897 (5)	49.5 (12)	+21 (3) T	-	-	+25.0	+ 5.0	YES	71.1 (34)	74.7 (20)	+18.9
DIST. OF COLUMBIA	NUMBER (RANK)	-	-	-	-	-	844 (19)	53.4 (10)	821 (21)	50.4 (10)	+23 (2)	-	-	-[18]	-[18]	-[19]	55.2 (51)	56.9 (51)	+34.8
FLORIDA	NUMBER (RANK)	-	-	-	-	-	884 (15)	42.4 (20)	889 (9) T	37.5 (21)	- 5 (22)	-	-	+57.0	+11.4	NO	62.2 (47) T	60.2 (49)	+27.8
GEORGIA	NUMBER (RANK)	-	-	-	-	-	837 (20)	50.4 (14)	823 (20)	49.1 (14)	+14 (14) T	-	-	-[18]	-[18]	YES	63.1 (45)	65.0 (39)	+26.9
HAWAII	NUMBER (RANK)	-	-	-	-	-	877 (17)	48.8 (15) T	857 (18)	47.2 (15)	+20 (5) T	-	-	+44.0	+ 8.8	NO	73.2 (30)	74.9 (18)	+16.8
IDAHO	NUMBER (RANK)	18.8 (14) T	55.2 (12)	18.9 (10) T	55.2 (14)	-0.1 (21) T	-	-	-	-	-	+1.1	+0.2	-	-	NO	75.8 (20)	74.4 (21)	+14.2
ILLINOIS	NUMBER (RANK)	18.9 (11) T	61.3 (7)	18.6 (16)	67.4 (3)	+0.3 (4) T	-	-	-	-	-	+0.9	+0.2	-	-	YES	74.5 (27)	76.1 (15)	+15.5
INDIANA	NUMBER (RANK)	-	-	-	-	-	875 (18)	48.6 (17)	860 (17)	47.1 (16)	+15 (12)	-	-	+31.0	+ 6.2	YES	77.0 (17)	71.7 (29)	+13.0
IOWA	NUMBER (RANK)	20.3 (1) T	57.1 (10)	20.3 (2)	54.5 (15)	0.0 (15) T	-	-	-	-	-	+1.7	+0.3	-	-	NO	86.0 (4)	84.1 (2)	+ 4.0
KANSAS	NUMBER (RANK)	19.1 (10)	62.1 (6)	18.9 (10) T	60.8 (8) T	+0.2 (6) T	-	-	-	-	-	+0.9	+0.2	-	-	NO	81.7 (9)	80.7 (7)	+ 8.3
KENTUCKY	NUMBER (RANK)	17.9 (19)	51.9 (17) T	17.5 (23) T	53.7 (16)	+0.4 (2) T	-	-	-	-	-	+0.5	+0.1	-	-	NO	68.4 (39)	65.9 (38)	+21.6
LOUISIANA	NUMBER (RANK)	16.5 (27)	60.7 (8)	16.7 (27)	60.8 (8) T	-0.2 (25) T	-	-	-	-	-	+1.5	+0.3	-	-	NO	56.7 (50)	61.5 (47)	+33.3
MAINE	NUMBER (RANK)	-	-	-	-	-	898 (11)	51.5 (12)	890 (8)	46.4 (18)	+ 8 (17) T	-	-	+33.0	+ 6.6	NO	77.2 (15) T	72.1 (28)	+12.8
MARYLAND	NUMBER (RANK)	-	-	-	-	-	910 (6)	51.3 (13)	889 (9) T	50.3 (11)	+21 (3) T	-	-	+26.0	+ 5.2	YES	77.8 (13)	74.8 (19)	+12.2
MASSACHUSETTS	NUMBER (RANK)	-	-	-	-	-	906 (8)	65.8 (2)	888 (11) T	65.6 (2)	+18 (10) T	-	-	+27.0	+ 5.4	YES	74.3 (28)	76.4 (13)	+15.7
MICHIGAN	NUMBER (RANK)	18.9 (11) T	51.9 (17) T	18.7 (12) T	51.4 (18) T	+0.2 (6) T	-	-	-	-	-	+0.5	+0.1	-	-	YES	72.2 (33)	71.6 (30)	+17.8
MINNESOTA	NUMBER (RANK)	20.2 (3)	29.5 (28)	20.2 (3)	26.9 (28)	0.0 (15) T	-	-	-	-	-	+1.2	+0.2	-	-	NO	89.3 (1)	88.2 (1)	+ 0.7
MISSISSIPPI	NUMBER (RANK)	15.5 (28)	64.2 (2)	15.5 (28)	74.4 (1)	0.0 (15) T	-	-	-	-	-	+0.8	+0.2	-	-	NO	62.4 (46)	61.3 (48)	+27.6
MISSOURI	NUMBER (RANK)	18.8 (14) T	48.9 (21)	18.7 (12) T	45.3 (23)	+0.1 (12) T	-	-	-	-	-	+1.3	+0.3	-	-	NO	76.2 (18)	74.2 (22)	+13.8
MONTANA	NUMBER (RANK)	19.5 (6)	52.1 (16)	19.5 (6)	49.5 (20)	0.0 (15) T	-	-	-	-	-	+1.6	+0.3	-	-	NO	82.1 (8)	78.7 (9)	+ 7.9
NEBRASKA	NUMBER (RANK)	19.7 (4) T	62.9 (4)	19.9 (4)	73.0 (2)	-0.2 (25) T	-	-	-	-	-	+0.9	+0.2	-	-	NO	86.3 (2) T	81.9 (6)	+ 3.7
NEVADA	NUMBER (RANK)	18.5 (17)	43.6 (24)	18.3 (18)	44.5 (24)	+0.2 (6) T	-	-	-	-	-	+0.8	+0.2	-	-	NO	66.5 (40)	64.8 (40)	+23.5
NEW HAMPSHIRE	NUMBER (RANK)	-	-	-	-	-	939 (1)	57.0 (6)	925 (1)	56.4 (6)	+14 (14) T	-	-	+33.0	+ 6.6	YES	75.2 (22) T	77.0 (11)	+14.8
NEW JERSEY	NUMBER (RANK)	-	-	-	-	-	889 (14)	63.2 (3)	869 (15)	64.7 (3)	+20 (5) T	-	-	+27.0	+ 5.4	YES	77.7 (14)	76.5 (12)	+12.3
NEW MEXICO	NUMBER (RANK)	17.5 (23) T	54.4 (13)	17.6 (21) T	56.5 (10)	-0.1 (21) T	-	-	-	-	-	+0.9	+0.2	-	-	NO	71.0 (35)	69.4 (34)	+19.0
NEW YORK	NUMBER (RANK)	-	-	-	-	-	900 (10)	62.8 (4)	896 (6)	61.6 (4)	+ 4 (21)	-	-	+55.0	+11.0	NO	62.2 (47) T	63.4 (45)	+27.8
NORTH CAROLINA	NUMBER (RANK)	-	-	-	-	-	833 (21)	48.8 (15) T	827 (19)	46.6 (17)	+ 6 (19)	-	-	+16.0	+ 3.2	YES	69.3 (37)	67.1 (36)	+20.7
NORTH DAKOTA	NUMBER (RANK)	18.1 (18)	66.9 (1)	17.8 (19)	64.5 (6)	+0.3 (4) T	-	-	-	-	-	+1.5	+0.3	-	-	NO	86.3 (2) T	83.9 (3)	+ 3.7
OHIO	NUMBER (RANK)	19.2 (9)	46.9 (23)	19.0 (9)	49.2 (21)	+0.2 (6)	-	-	-	-	-	+0.8	+0.2	-	-	NO	80.0 (10)	77.5 (10)	+10.0
OKLAHOMA	NUMBER (RANK)	17.5 (23) T	51.3 (20)	17.6 (21) T	51.4 (18) T	-0.1 (21) T	-	-	-	-	-	+1.2	+0.2	-	-	NO	73.1 (31) T	70.8 (32)	+16.9
OREGON	NUMBER (RANK)	-	-	-	-	-	928 (2)	44.7 (19)	908 (2)	41.7 (19)	+20 (5) T	-	-	+10.0	+ 2.0	YES	73.9 (29)	72.4 (26)	+16.1
PENNSYLVANIA	NUMBER (RANK)	-	-	-	-	-	893 (13)	52.2 (11)	885 (11)	51.4 (8)	+ 8 (17) T	-	-	+33.0	+ 6.6	NO	77.2 (15) T	76.0 (16)	+12.8
RHODE ISLAND	NUMBER (RANK)	-	-	-	-	-	895 (12)	60.0 (5)	[illegible]	60.7 (5)	+18 (10) T	-	-	+32.0	+ 6.4	YES	68.7 (38)	72.7 (25)	+21.3
SOUTH CAROLINA	NUMBER (RANK)	-	-	-	-	-	815 (22)	46.3 (18)	790 (22)	49.2 (13)	+25 (1)	-	-	+ 8.0	+ 1.6	YES	64.5 (43)	62.6 (46)	+25.5
SOUTH DAKOTA	NUMBER (RANK)	19.3 (8)	62.3 (5)	19.1 (8)	61.7 (7)	+0.2 (6) T	-	-	-	-	-	+1.3	+0.3	-	-	NO	85.5 (5)	82.7 (5)	+ 4.5
TENNESSEE	NUMBER (RANK)	17.6 (20) T	52.6 (15)	17.5 (23) T	56.3 (11) T	+0.1 (12) T	-	-	-	-	-	+0.7	+0.1	-	-	NO	70.5 (36)	67.8 (35)	+19.5
TEXAS	NUMBER (RANK)	-	-	-	-	-	878 (16)	36.1 (22)	868 (16)	32.4 (22)	+10 (16)	-	-	+43.0	+ 8.6	YES	64.6 (41) T	63.6 (42)	+25.4
UTAH	NUMBER (RANK)	18.9 (11) T	64.0 (3)	18.4 (17)	66.4 (5)	+0.5 (1)	-	-	-	-	-	+0.8	+0.2	-	-	NO	78.7 (12)	75.0 (17)	+11.3
VERMONT	NUMBER (RANK)	-	-	-	-	-	919 (3)	56.5 (7)	904 (3)	54.2 (7)	+15 (12) T	-	-	+16.0	+ 3.2	YES	83.1 (7)	79.6 (8)	+ 6.9
VIRGINIA	NUMBER (RANK)	-	-	-	-	-	908 (7)	53.6 (9)	888 (11) T	51.0 (9)	+20 (5) T	-	-	+11.0	+ 2.2	YES	74.7 (25) T	73.8 (23)	+15.3
WASHINGTON	NUMBER (RANK)	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	75.1 (24)	76.1 (14)	+14.9
WEST VIRGINIA	NUMBER (RANK)	17.4 (25) T	47.8 (22)	17.4 (25)	48.5 (22)	0.0 (15) T	-	-	-	-	-	+1.4	+0.3	-	-	NO	73.1 (31) T	66.3 (37)	+16.9
WISCONSIN	NUMBER (RANK)	20.3 (1) T	35.3 (27)	20.4 (1)	32.0 (26)	-0.1 (21) T	-	-	-	-	-	+0.4	+0.1	-	-	NO	84.5 (6)	83.1 (4)	+ 5.5
WYOMING	NUMBER (RANK)	19.4 (7)	56.9 (11)	19.2 (7)	52.2 (17)	+0.2 (6) T	-	-	-	-	-	+1.2	+0.2	-	-	NO	76.0 (19)	72.4 (27)	+14.0
U.S. AVERAGE	NUMBER	18.6	-	18.4	-	+0.2	906	-	893	-	+13	+0.5	+0.1	+31.0	+ 6.2	-	70.9	69.7	+19.1

RESOURCE INPUTS

STATE	RANK[2]	AVERAGE TEACHER SALARY[10] ESTIMATED 1985 (19)	AVERAGE TEACHER SALARY 1982 (20)	PERFORMANCE BASED TEACHER INCENTIVES IN STATE?[11] (21)	STATE PROVIDES OR FINANCES INSERVICE TEACHER TRAINING?[12] (22)	NEW TEACHERS REQUIRED TO TAKE NTE, STATE OR OTHER CERTIFICATION EXAM AND YEAR IMPLEMENTED?[13] (23)	PUPIL/TEACHER RATIO[14] 1985 (24)	PUPIL/TEACHER RATIO 1982 (25)	PUPIL/STAFF RATIO[15] (TEACHERS AND OTHER EMPLOYEES) 1985 (26)	PUPIL/STAFF RATIO 1982 (27)	FEDERAL FUNDS AS PERCENT OF SCHOOL REVENUES 1984 (28)	FEDERAL FUNDS 1982 (29)	STATE COMP ED PROGRAM?[16] 1985 (30)	CURRENT EXPENDITURES PER PUPIL 1984 (31)	CURRENT EXPENDITURES PER PUPIL 1982 (32)	EXPENDITURES AS PCT. OF INCOME PER CAPITA 1984 (33)	EXPENDITURES AS PCT. OF INCOME PER CAPITA 1982 (34)
ALABAMA	NUMBER (RANK)	$20,209 (37)	$15,612 (45)	YES	NO	STATE (1981)	19.4 (40) T	21.7 (46) T	11.5 (44)	10.9 (44)	12.7 (3)	14.9 (2) T	NO	$2,055 (50)	$2,063 (43)	20.6 (47)	23.8 (30) T
ALASKA	NUMBER (RANK)	39,751 (1)	31,924 (1)	NO	YES	-	17.1 (23)	16.0 (9)	7.9 (4) T	8.1 (2)	7.8 (22)	7.5 (26)	NO	8,627 (1)	6,312 (1)	49.3 (1)	37.3 (1)
ARIZONA	NUMBER (RANK)	23,380 (20)	19,211 (21)	YES	NO	STATE (1980)	19.7 (43)	19.8 (36)	10.3 (39)	10.1 (33)	10.5 (11)	9.3 (16)	NO	2,751 (35)	2,462 (33)	23.2 (35)	24.5 (24) T
ARKANSAS	NUMBER (RANK)	18,696 (47)	14,506 (50)	YES	YES	NTE (1983)	18.0 (29) T	18.6 (28)	9.6 (23) T	9.9 (27) T	11.6 (7) T	14.9 (2) T	NO	2,235 (45)	1,841 (50)	22.8 (37)	21.9 (42)
CALIFORNIA	NUMBER (RANK)	27,410 (5)	22,755 (6)	YES	YES	STATE (1982)	23.3 (50)	23.8 (50)	11.7 (45) T	10.8 (41) T	8.3 (16) T	9.5 (15)	YES	2,963 (28)	2,671 (27)	20.5 (48)	21.1 (45)
COLORADO	NUMBER (RANK)	24,454 (16)	19,577 (17)	YES	NO	STATE (1983)	18.9 (36) T	18.7 (29)	9.9 (31)	9.9 (27) T	5.0 (38) T	5.3 (38) T	NO	3,373 (18)	2,914 (17)	24.4 (27)	23.8 (30) T
CONNECTICUT	NUMBER (RANK)	24,468 (15)	18,858 (22)	NO	YES	STATE (1985)	14.4 (3) T	15.0 (1) T	12.6 (48)	9.2 (11) T	3.9 (50)	4.9 (45) T	YES	4,023 (6)	3,188 (9)	24.3 (28) T	22.8 (35)
DELAWARE	NUMBER (RANK)	22,990 (22)	19,290 (20)	YES	YES	OTHER (1983)	16.5 (17)	17.8 (22) T	9.1 (16) T	9.5 (17) T	8.0 (20) T	10.4 (12)	NO	3,849 (9)	3,198 (8)	28.1 (14)	27.0 (14) T
DIST. OF COLUMBIA	NUMBER (RANK)	28,621 (2)	24,265 (3)	YES	YES	-	15.2 (6) T	18.5 (25) T	7.9 (4) T	9.0 (8) T	11.8 (6)	13.1 (6)	NO	4,783 (3)	3,792 (3)	27.9 (15)	26.0 (17)
FLORIDA	NUMBER (RANK)	20,836 (32)	16,780 (36)	YES	YES	STATE (1980)	17.7 (25)	19.9 (37) T	9.2 (18)	9.5 (17) T	8.0 (20) T	8.4 (20) T	YES	2,932 (29)	2,443 (34)	23.0 (36)	22.3 (39)
GEORGIA	NUMBER (RANK)	20,610 (34)	16,363 (41)	YES	YES	STATE (1980)	18.9 (36) T	18.8 (30) T	10.1 (34) T	10.3 (35)	8.6 (14)	10.7 (11)	YES	2,352 (42)	2,019 (44)	20.4 (49)	21.0 (46) T
HAWAII	NUMBER (RANK)	24,628 (13)	22,542 (7)	NO	YES	-	23.2 (49)	22.7 (48)	10.6 (41)	10.8 (41) T	10.7 (10)	11.7 (9)	NO	3,334 (19)	2,862 (20)	25.6 (20) T	24.6 (23)
IDAHO	NUMBER (RANK)	20,033 (40)	16,401 (40)	YES	NO	-	20.5 (45)	20.9 (44)	13.1 (49)	13.3 (50)	7.6 (24)	8.2 (24)	NO	2,181 (47)	1,945 (45)	21.6 (43) T	21.6 (43)
ILLINOIS	NUMBER (RANK)	25,829 (9)	21,020 (11)	NO	YES	STATE (1988)	18.0 (29) T	18.5 (25) T	10.4 (40)	11.5 (47)	4.9 (43) T	4.5 (48) T	NO	3,298 (20)	2,936 (15)	23.9 (32)	24.5 (24) T
INDIANA	NUMBER (RANK)	22,853 (23)	18,636 (24)	YES	YES	NTE (1985)	19.0 (38) T	20.0 (39)	9.7 (25) T	10.2 (34)	4.4 (48)	4.1 (50)	NO	2,725 (37)	2,306 (38)	23.3 (34)	22.9 (34)
IOWA	NUMBER (RANK)	20,934 (31)	18,270 (26)	NO	YES	-	15.4 (11) T	16.5 (11) T	8.3 (6) T	9.0 (8) T	5.0 (38) T	5.2 (41) T	NO	3,274 (22)	2,874 (19)	26.9 (17)	27.0 (14) T
KANSAS	NUMBER (RANK)	21,121 (30)	16,712 (37)	NO	NO	OTHER (1986)	15.4 (11) T	15.7 (5) T	8.8 (10) T	8.5 (4)	5.0 (38) T	5.3 (38) T	NO	3,284 (21)	2,815 (21)	24.8 (23)	24.0 (28) T
KENTUCKY	NUMBER (RANK)	20,225 (36)	17,290 (32)	YES	YES	NTE (1985)	19.6 (42)	20.8 (43)	10.1 (34) T	10.8 (41) T	13.2 (2)	14.3 (4)	NO	2,311 (43)	1,906 (47)	22.4 (40)	21.0 (46) T
LOUISIANA	NUMBER (RANK)	19,470 (44)	17,930 (28)	YES	YES	NTE (1978)	19.0 (38) T	19.6 (34)	9.3 (19) T	9.3 (13)	9.8 (13)	9.6 (14)	YES	2,670 (41)	2,570 (30)	24.7 (24) T	25.9 (18)
MAINE	NUMBER (RANK)	18,329 (49)	15,105 (46)	YES	YES	NTE (1988)	16.3 (15) T	20.1 (40)	9.7 (25) T	11.4 (46)	7.7 (23)	7.9 (25)	NO	2,700 (38)	2,221 (41)	25.0 (22)	24.0 (28) T
MARYLAND	NUMBER (RANK)	25,861 (8)	21,120 (10)	YES	YES	-	18.0 (29) T	18.5 (25) T	9.5 (21) T	9.7 (21) T	5.8 (30) T	6.6 (30)	YES	3,858 (8)	3,234 (7)	26.7 (18)	26.3 (16)
MASSACHUSETTS	NUMBER (RANK)	24,110 (19)	20,249 (13)	YES	YES	OTHER (NA)	15.2 (6) T	15.2 (3)	8.8 (10) T	9.2 (11) T	5.1 (37)	5.2 (41) T	NO	3,595 (14)	3,137 (11)	24.3 (28) T	25.5 (20)
MICHIGAN	NUMBER (RANK)	28,401 (3)	24,304 (2)	NO	YES	-	21.0 (48)	22.9 (49)	10.2 (37) T	11.3 (45)	5.0 (38) T	5.5 (37)	YES	3,605 (12)	3,140 (10)	28.6 (11)	29.2 (6)
MINNESOTA	NUMBER (RANK)	25,450 (11)	19,907 (16)	NO	YES	-	17.5 (24)	17.1 (16)	9.7 (25) T	9.9 (27) T	4.6 (46)	4.7 (47)	NO	3,395 (17)	2,905 (18)	25.6 (20) T	25.7 (19)
MISSISSIPPI	NUMBER (RANK)	15,971 (51)	14,135 (51)	YES	YES	NTE (1977)	18.4 (33) T	19.3 (33)	8.8 (10) T	9.7 (21) T	16.6 (1)	18.3 (1)	NO	2,080 (49)	1,706 (51)	23.7 (33)	22.0 (41)
MISSOURI	NUMBER (RANK)	20,452 (35)	16,413 (39)	YES	NO	-	16.8 (18) T	17.0 (15)	9.0 (15)	8.9 (7)	7.1 (25) T	8.4 (20) T	NO	2,748 (36)	2,342 (37)	22.6 (38)	22.4 (38)
MONTANA	NUMBER (RANK)	21,705 (27)	17,770 (29)	NO	YES	-	16.1 (14)	16.5 (11) T	12.3 (47)	9.9 (27) T	6.5 (27) T	6.9 (27) T	NO	3,604 (13)	2,998 (14)	34.2 (4)	31.0 (4)
NEBRASKA	NUMBER (RANK)	19,848 (42)	16,570 (38)	NO	YES	OTHER (1989)	15.0 (5)	15.7 (5) T	8.6 (8)	8.8 (5) T	6.5 (27) T	6.9 (27) T	NO	3,221 (23)	2,704 (24)	25.9 (19)	24.9 (21)
NEVADA	NUMBER (RANK)	22,520 (25)	19,940 (14)	NO	YES	-	20.2 (44)	21.1 (45)	11.4 (43)	13.0 (49)	4.9 (43) T	5.0 (44)	NO	2,690 (39)	2,424 (35)	20.2 (50) T	20.3 (50)
NEW HAMPSHIRE	NUMBER (RANK)	18,577 (48)	14,894 (47)	NO	NO	NTE (1985)	15.3 (8) T	16.8 (13) T	9.5 (21) T	10.4 (36) T	5.3 (35) T	4.5 (48) T	NO	2,980 (27)	2,509 (31)	22.6 (38) T	22.7 (36) T
NEW JERSEY	NUMBER (RANK)	25,125 (12)	19,910 (15)	YES	YES	NTE (1985)	15.3 (8) T	15.9 (8)	8.3 (6) T	8.8 (5) T	4.5 (47)	4.9 (45) T	YES	4,483 (5)	3,674 (4)	29.0 (10)	28.1 (10)
NEW MEXICO	NUMBER (RANK)	22,064 (26)	18,690 (23)	YES	NO	NTE (1983)	18.7 (35)	18.8 (30) T	9.8 (29) T	9.8 (24) T	11.6 (7) T	11.3 (10)	NO	2,928 (30)	2,703 (25)	28.5 (12)	29.0 (7) T
NEW YORK	NUMBER (RANK)	28,213 (4)	23,437 (4)	NO	YES	NTE (1984)	17.8 (26) T	17.6 (21)	8.7 (9)	9.5 (17) T	5.4 (34)	5.9 (34)	YES	5,117 (2)	4,280 (2)	35.7 (3)	35.0 (2)
NORTH CAROLINA	NUMBER (RANK)	20,691 (33)	16,947 (35)	YES	YES	NTE (1964)	19.4 (40) T	19.9 (37) T	10.1 (34) T	10.4 (36) T	10.2 (12)	11.9 (7)	YES	2,303 (44)	2,107 (42)	21.2 (45)	23.1 (33)
NORTH DAKOTA	NUMBER (RANK)	20,090 (38)	17,426 (31)	NO	YES	-	16.3 (15) T	16.8 (13) T	8.9 (14)	9.7 (21) T	8.3 (16) T	8.4 (20) T	NO	3,028 (25)	2,727 (23)	24.5 (26)	24.8 (22)
OHIO	NUMBER (RANK)	23,300 (21)	18,550 (25)	NO	YES	-	18.4 (33) T	19.7 (35)	10.0 (32) T	10.4 (36) T	5.3 (35) T	6.3 (31) T	YES	2,982 (26)	2,492 (32)	24.1 (31)	23.4 (32)
OKLAHOMA	NUMBER (RANK)	19,020 (45)	16,210 (43)	NO	YES	STATE (1982)	16.9 (21) T	17.2 (17) T	9.8 (29) T	9.8 (24) T	8.4 (15)	9.2 (17)	NO	2,880 (31)	2,673 (26)	24.7 (24) T	24.1 (27)
OREGON	NUMBER (RANK)	24,378 (18)	20,305 (12)	NO	NO	-	18.3 (32)	20.3 (41)	9.7 (25) T	9.6 (20)	5.7 (33)	6.9 (27) T	NO	3,677 (10)	3,299 (6)	31.7 (5)	32.5 (3)
PENNSYLVANIA	NUMBER (RANK)	24,435 (17)	19,482 (18)	YES	YES	-	16.8 (18) T	17.3 (19) T	9.3 (19) T	9.4 (14) T	5.0 (38) T	5.3 (38) T	NO	3,648 (11)	3,050 (12)	29.6 (7) T	27.9 (11)
RHODE ISLAND	NUMBER (RANK)	27,384 (6)	21,659 (8)	NO	YES	-	15.3 (8) T	16.1 (10)	9.6 (23) T	9.9 (27) T	4.7 (45)	5.1 (43)	YES	3,938 (7)	3,040 (13)	30.7 (6)	27.8 (12)
SOUTH CAROLINA	NUMBER (RANK)	19,971 (41)	15,615 (44)	YES	YES	NTE (1982)	17.9 (28)	19.0 (32)	10.2 (37) T	10.4 (36) T	12.0 (5)	10.1 (13)	YES	2,183 (46)	1,907 (46)	21.6 (43) T	22.1 (40)
SOUTH DAKOTA	NUMBER (RANK)	17,356 (50)	14,717 (48)	YES	YES	NTE (1986)	14.4 (3) T	15.8 (7)	7.8 (3)	9.0 (8) T	10.9 (9)	11.8 (8)	NO	2,685 (40)	2,300 (39)	24.3 (28) T	24.4 (26)
TENNESSEE	NUMBER (RANK)	20,080 (39)	16,285 (42)	YES	YES	NTE (1981)	20.6 (46)	20.5 (42)	10.7 (42)	10.4 (36) T	12.3 (4)	13.2 (5)	NO	2,100 (48)	1,895 (48)	20.2 (50) T	21.0 (46) T
TEXAS	NUMBER (RANK)	22,600 (24)	17,582 (30)	YES	NO	STATE (1986)	17.8 (26) T	18.4 (24)	13.8 (50)	9.4 (14) T	8.2 (18)	8.6 (19)	YES	2,784 (34)	2,229 (40)	22.1 (41)	19.6 (51)
UTAH	NUMBER (RANK)	21,170 (29)	18,106 (27)	YES	NO	-	24.1 (51)	27.4 (51)	14.0 (51)	14.2 (51)	5.8 (30) T	6.3 (31) T	YES	2,053 (51)	1,872 (49)	21.1 (46)	21.5 (44)
VERMONT	NUMBER (RANK)	18,996 (46)	14,715 (49)	NO	YES	-	14.2 (2)	15.3 (4)	7.6 (2)	8.2 (3)	5.9 (29)	5.7 (36)	NO	3,147 (24)	2,793 (22)	29.1 (9)	29.3 (5)
VIRGINIA	NUMBER (RANK)	21,536 (28)	17,008 (34)	YES	YES	NTE (1980)	16.8 (18) T	17.8 (22) T	9.1 (16) T	9.8 (24) T	7.1 (25) T	8.4 (20) T	NO	2,878 (33)	2,384 (36)	21.7 (42)	21.0 (46) T
WASHINGTON	NUMBER (RANK)	25,610 (10)	22,954 (5)	YES	YES	STATE (NA)	20.8 (47)	21.7 (46) T	11.7 (45) T	12.3 (48)	5.8 (30) T	6.0 (33)	YES	3,465 (16)	2,650 (28)	27.1 (16)	22.7 (36) T
WEST VIRGINIA	NUMBER (RANK)	19,563 (43)	17,129 (33)	YES	NO	STATE (1985)	16.0 (13)	17.3 (19) T	8.8 (10) T	9.4 (14) T	8.1 (19)	8.7 (18)	NO	2,879 (32)	2,593 (29)	29.6 (7) T	29.0 (7) T
WISCONSIN	NUMBER (RANK)	24,577 (14)	19,387 (19)	YES	NO	-	16.9 (21) T	17.2 (17) T	10.0 (32) T	10.0 (32)	4.2 (49)	5.8 (35)	NO	3,513 (15)	2,935 (16)	28.2 (13)	27.2 (13)
WYOMING	NUMBER (RANK)	26,398 (7)	21,249 (9)	NO	NO	-	12.6 (1)	15.0 (1) T	6.8 (1)	8.0 (1)	2.6 (51)	3.2 (51)	NO	4,523 (4)	3,417 (5)	37.0 (2)	28.4 (9)
U.S. AVERAGE	NUMBER	$23,582	$19,276	-	-	-	18.3	18.9	9.8	10.0	6.8	7.4	-	$3,173	$2,726	24.8	24.5

POPULATION CHARACTERISTICS

STATE	RANK[2]	PER CAPITA INCOME 1984 (35)	PERCENT POVERTY AGES 5-17 1980 (36)	MINORITY PERCENT OF ENROLLMENT 1981 (37)	HANDICAPPED PERCENT OF ENROLLMENT[17] 1985 (38)
ALABAMA	NUMBER (RANK)	$9,992 (47)	23.1 (3)	33.6 (11)	12.5 (10)
ALASKA	NUMBER (RANK)	17,487 (1)	11.4 (38)	28.4 (18) T	10.9 (25) T
ARIZONA	NUMBER (RANK)	11,841 (31)	15.8 (17)	33.7 (10)	9.8 (40) T
ARKANSAS	NUMBER (RANK)	9,805 (48)	22.7 (5)	23.5 (22)	11.1 (21) T
CALIFORNIA	NUMBER (RANK)	14,487 (6)	14.2 (22)	42.9 (8)	8.9 (47)
COLORADO	NUMBER (RANK)	13,847 (9)	10.8 (40)	22.1 (23)	8.6 (49)
CONNECTICUT	NUMBER (RANK)	16,556 (3)	10.4 (44)	17.0 (27)	14.0 (5)
DELAWARE	NUMBER (RANK)	13,685 (11)	14.6 (20)	28.8 (16)	16.4 (1) T
DIST. OF COLUMBIA	NUMBER (RANK)	17,113 (2)	26.3 (2)	96.4 (1)	8.5 (50)
FLORIDA	NUMBER (RANK)	12,763 (20)	17.7 (16)	32.2 (13)	10.8 (28) T
GEORGIA	NUMBER (RANK)	11,551 (35)	20.5 (9)	34.3 (9)	9.6 (43)
HAWAII	NUMBER (RANK)	13,042 (17)	11.7 (36)	75.2 (2)	7.6 (51)
IDAHO	NUMBER (RANK)	10,092 (46)	13.4 (26)	8.2 (40)	8.7 (48)
ILLINOIS	NUMBER (RANK)	13,802 (10)	14.1 (23)	28.6 (17)	13.4 (6) T
INDIANA	NUMBER (RANK)	11,717 (32)	11.0 (39)	12.0 (34)	10.7 (30) T
IOWA	NUMBER (RANK)	12,160 (29)	10.8 (40)	4.1 (47)	11.7 (14)
KANSAS	NUMBER (RANK)	13,248 (14)	10.7 (43)	12.7 (32)	10.2 (36) T
KENTUCKY	NUMBER (RANK)	10,300 (43)	21.2 (7)	9.1 (38)	11.5 (16) T
LOUISIANA	NUMBER (RANK)	10,808 (39)	23.1 (3)	43.4 (7)	10.2 (36) T
MAINE	NUMBER (RANK)	10,813 (38)	15.1 (18)	0.9 (51)	13.2 (8)
MARYLAND	NUMBER (RANK)	14,464 (7)	11.9 (35)	33.5 (12)	13.4 (6) T
MASSACHUSETTS	NUMBER (RANK)	14,784 (5)	12.3 (33)	10.7 (35)	16.4 (1) T
MICHIGAN	NUMBER (RANK)	12,607 (21)	12.4 (32)	21.3 (24)	9.5 (44)
MINNESOTA	NUMBER (RANK)	13,247 (15)	9.5 (48)	5.9 (45)	11.5 (16) T
MISSISSIPPI	NUMBER (RANK)	8,777 (51)	30.4 (1)	51.6 (4)	11.2 (20)
MISSOURI	NUMBER (RANK)	12,151 (30)	14.0 (24)	14.8 (28) T	13.0 (9)
MONTANA	NUMBER (RANK)	10,546 (41)	12.7 (30)	12.1 (33)	10.3 (34) T
NEBRASKA	NUMBER (RANK)	12,430 (24)	11.6 (37)	10.5 (36)	11.4 (18) T
NEVADA	NUMBER (RANK)	13,320 (12)	9.4 (49)	18.9 (26)	9.3 (45)
NEW HAMPSHIRE	NUMBER (RANK)	13,192 (16)	8.9 (50)	1.3 (49)	10.0 (39)
NEW JERSEY	NUMBER (RANK)	15,440 (4)	13.3 (27)	28.4 (18) T	14.8 (3)
NEW MEXICO	NUMBER (RANK)	10,262 (44)	21.7 (6)	57.0 (3)	10.3 (34) T
NEW YORK	NUMBER (RANK)	14,318 (8)	17.9 (14)	32.0 (14)	10.9 (25) T
NORTH CAROLINA	NUMBER (RANK)	10,850 (37)	17.8 (15)	31.9 (15)	11.0 (23) T
NORTH DAKOTA	NUMBER (RANK)	12,352 (26)	14.0 (24)	3.5 (48)	10.1 (38)
OHIO	NUMBER (RANK)	12,355 (25)	12.2 (34)	14.7 (30)	11.1 (21) T
OKLAHOMA	NUMBER (RANK)	11,655 (33)	15.1 (18)	20.8 (25)	11.0 (23) T
OREGON	NUMBER (RANK)	11,611 (34)	10.8 (40)	8.5 (39)	10.8 (28) T
PENNSYLVANIA	NUMBER (RANK)	12,314 (27)	13.2 (28)	14.8 (28) T	11.6 (15)
RHODE ISLAND	NUMBER (RANK)	12,820 (18)	12.6 (31)	8.2 (40)	14.2 (4)
SOUTH CAROLINA	NUMBER (RANK)	10,116 (45)	20.7 (8)	43.5 (6)	12.0 (13)
SOUTH DAKOTA	NUMBER (RANK)	11,069 (36)	19.4 (11)	7.9 (42)	10.5 (33)
TENNESSEE	NUMBER (RANK)	10,419 (42)	20.2 (10)	24.6 (21)	12.1 (12)
TEXAS	NUMBER (RANK)	12,572 (22)	18.4 (12)	45.9 (5)	9.7 (42)
UTAH	NUMBER (RANK)	9,733 (49)	9.8 (46)	7.3 (44)	10.7 (30) T
VERMONT	NUMBER (RANK)	10,802 (40)	13.0 (29)	1.0 (50)	11.4 (18) T
VIRGINIA	NUMBER (RANK)	13,254 (13)	14.4 (21)	27.5 (20)	10.7 (30) T
WASHINGTON	NUMBER (RANK)	12,792 (19)	10.3 (45)	14.1 (31)	9.2 (46)
WEST VIRGINIA	NUMBER (RANK)	9,728 (50)	18.2 (13)	4.3 (46)	12.2 (11)
WISCONSIN	NUMBER (RANK)	12,474 (23)	9.6 (47)	9.3 (37)	9.8 (40) T
WYOMING	NUMBER (RANK)	12,224 (28)	7.5 (51)	7.5 (43)	10.9 (25) T
U.S. AVERAGE	NUMBER	$12,789	15.3	26.7	11.0

FOOTNOTES FOR THIS CHART ARE ON PAGE 11

Source: The U.S. Department of Education, Office of Planning, Budget, and Evaluation, Planning and Evaluation Service, February 1986

R4800-1

THIS WEEK'S FORUM: PAGE 18

WHAT COUNTS?

Disadvantaged children who embrace the values of the "Protestant work ethic" and regularly attend religious services perform better in school than their peers who do not, an unpublished study commissioned by the Education Department has concluded.

See Page 10.

WHO COUNTS?

American students' mathematics skills lag behind those of students in most other industrialized nations, according to previously unavailable data from an international study published in the Education Department's new booklet, "What Works."

See Page 11.

LEAN ACCOUNTS

A survey of state budget officers indicates that state governments, after a year of significant increases in spending and healthy year-end balances, are again tightening their fiscal belts in anticipation of federal budget cuts and uneven economic conditions.

See Page 5.

EDUCATION WEEK

American Education's Newspaper of Record

Volume V, Number 27 · March 19, 1986

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Secretary's Grants Finance Efforts To Boost '3 C's'

Awards Emphasize Choice And Parent Involvement

By James Hertling

WASHINGTON—Projects promoting parental involvement, studies of students' "character development," and activities supporting education vouchers are among the recipients of more than $2.5 million in grants awarded by Secretary of Education William J. Bennett.

The winners were selected in the Secretary's discretionary-grant competition, announced last June, to support the "three C's"—content, character, and choice—which are the Secretary's top priorities. The eclectic list of recipients—which includes school districts, universities, community groups, and public-policy organizations—was made available last week, although the Education Department made no formal announcement.

The grant winners include ideological allies of the Reagan Administration such as

Continued on Page 13

9 California Districts Tentatively Approve Integration Plan

By Robert Rudy
Special to Education Week

REDWOOD CITY, CALIF.—Nine suburban school districts in northern California are on the verge of approving a landmark cross-district desegregation plan that could end a case that has languished in state courts for nearly a decade.

The nine districts, located about 30 miles south of San Francisco, have tentatively approved a voluntary plan that will allow a limited number of black and Hispanic elementary-school students from East Palo Alto to transfer into schools that are not only predominantly white but among the highest-scoring in the state.

And in an element that appears to be the first of its kind in a desegregation case, the plan also includes a provision designed to entice minority children attending private schools in East Palo Alto to transfer into the

Continued on Page 12

'Not Immune to Shortages'

Independent Schools Are Worrying About Teachers

By Blake Rodman

ATLANTA—A chemist from the Northeast, tired of her job in industry and seeking a new career as a teacher, traveled here this month to meet with potential employers at a conference of independent-school educators.

Three days later, as she sat in an airport bus smiling, she shook her head in amazement. "It's incredible," she said. With virtually no teaching experience, she had been interviewed by 14 school leaders during the meeting and received six on-the-spot job offers.

Her whirlwind recruitment underscored a topic of concern for many attending the annual meeting of the National Association of Independent Schools here: the tightening competition for teachers.

With an advanced degree in her subject area, independent means of support, and a willingness to live on campus and be involved in extracurricular activities, the chemist had been typical of the individuals independent schools have long

Continued on Page 15

COURTESY OF THE SIDWELL FRIENDS SCHOOL

The 'lifelong' independent-school teacher is a vanishing breed, say officials. Above, teacher at Sidwell Friends School in Washington.

Ex-Teachers Find New Professions More Satisfying

Most Report It's Unlikely They'll Return to Schools

By Blake Rodman

An overwhelming majority of ex-teachers polled in a new national survey say they have found higher salaries and greater job satisfaction, and are unlikely to return to teaching.

The study, conducted by Louis Harris & Associates for the Metropolitan Life Insurance Company, is the first such nationwide poll of teachers who have recently left the profession.

Eighty-three percent of the former teachers surveyed said they were unlikely to return to teaching, while the remaining 17 percent said they might.

Twenty-one percent said "nothing" could entice them back.

The findings may be grim news for education leaders in states facing teacher shortages, who have said they hope to recruit ex-teachers back to the classroom to avoid hiring untrained personnel. Until now, there has been no national information available on whether former teachers are interested in returning to public schools.

Continued on Page 15

Direct-Mail Fundraising Pitches Stress Threat to English

Conservative Groups Take Aim at Federal Bilingual Programs

By James Crawford

A state-of-the-art fundraising message, including a genuine Mexican peso and multilingual postcards pre-addressed to members of the Congress, will be delivered to 250,000 American homes this month.

"I know the peso is worthless in the U.S.," the message begins. "But I enclosed it to make an important point about a billion-dollar U.S.-government program that's worthless, too. It's called the Bilingual Education Act."

The letter calls for "repeal" of this "federal handout . . . the biggest government-subsidized flop of all time." It is signed by Dan C. Alexander Jr., former president of the Mobile, Ala., school board and now head of Save Our Schools, a conservative lobbying group.

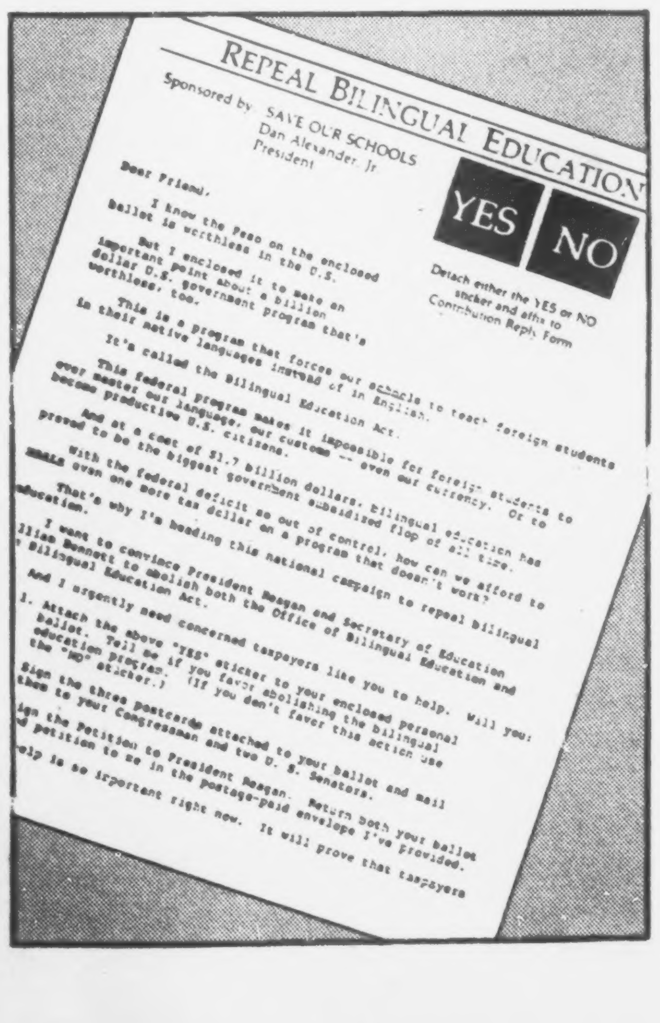
This appeal—produced by Richard Viguerie, the conservative Republican fundraiser—is one of several recent broadsides aimed at bilingual instruction from outside the education community.

"Prolonged bilingual education in public schools . . . threatens to divide us along language lines," warns former U.S. Senator S. I. Hayakawa in another fundraising letter, for U.S. English, a group he launched in 1983 to promote a constitutional amendment designating English as the nation's official language.

And a recent paper supporting that initiative, published by the Council for Inter-American Security, links bilingual education to Hispanic "separatism," "cultural apartheid," and the potential for "terrorism in the U.S." The author, R. E. "Rusty" Butler, asserts that "bilingual education . . . has national security implications."

Mr. Butler, who was in private business in Idaho at the time the article was written in 1984, now serves as press secretary to U.S. Senator Steven D. Symms of Idaho. He

Continued on Page 14



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Dan Alexander, Jr
President

YES NO

Detach either the YES or NO sticker and affix to Contribution Reply Form

Dear Friend,

I know the Peso on the enclosed Ballot is worthless in the U.S.

But I enclosed it to make an important point about a billion dollar U.S. government program that's worthless, too.

This is a program that forces our schools to teach foreign students in their native languages instead of in English.

It's called the Bilingual Education Act.

This federal program makes it impossible for foreign students to ever master our language, our customs -- even our currency. Or to become productive U.S. citizens.

And at a cost of $1.7 billion dollars, Bilingual education has proved to be the biggest government subsidized flop of all time.

With the federal deficit so out of control, how can we afford to [illegible] even one more tax dollar on a program that doesn't work?

That's why I'm heading this national campaign to repeal bilingual education.

I want to convince President Reagan and Secretary of Education
lliam Bennett to abolish both the Office of Bilingual Education and
Bilingual Education Act.

And I urgently need concerned taxpayers like you to help. Will you:

1. Attach the above "YES" sticker to your enclosed personal ballot. Tell me if you favor abolishing the bilingual education program. (If you don't favor this action use the "NO" sticker.)

Sign the three postcards attached to your ballot and mail them to your Congressman and two U. S. Senators.

ign the Petition to President Reagan. Return both your ballot
d petition to me in the postage-paid envelope I've provided.

elp is so important right now. It will prove that taxpayers

IN SUMMARY

View From the Classroom
The states should return decisionmaking power to schools and teachers, argued teachers attending a national forum sponsored by the Education Commission of the States. **Story on Page 4.**

Will Technology 'Transform' Education?
A national task force commissioned by former U.S. Secretary of Education Terrel H. Bell calls for a major effort to "transform" instruction by using technology in new ways. **Story on Page 8.**

A Bipartisan Bill With Prospects
Two education leaders in the House are planning a new initiative promoting effective schools and adult literacy, to be financed with money from existing federal programs. **Story on Page 9.**

Jeopardizing Children's Health?
The Gramm-Rudman-Hollings law has eliminated funds for vaccinating 65,000 children this year and may affect 400,000 children next year, a House subcommittee chairman says. **Story on Page 9.**

'Initial Values Affect Performance'
An Education Department study has concluded that disadvantaged students who embrace the values of the "Protestant work ethic" make higher grades in school than do peers who do not. **Story on Page 10.**

Focus on the Family
The chairman of a new White House task force on the family, Undersecretary of Education Gary L. Bauer, says he believes welfare programs have helped undermine poor families. **Story on Page 10.**

Responding to 'What Works'
Citing the popular response to "What Works," Secretary of Education William J. Bennett has charged that the booklet's critics are out of touch with "your average Joe." **Story on Page 10.**

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FORUM
"Tracking the Reforms, Part 11: The Principal as an Instructional Leader." Education Commission of the States.
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THE WEEK

FEDERAL

Laws on Runaways Should be Amended, Report Recommends

State and local governments should enact stiffer laws to allow law-enforcement agencies to take runaway children into custody, recommends a report issued this month by a Justice Department advisory panel.

Children "do not have a right to freedom from custody," states the report to Attorney General Edwin Meese 3rd. The report was compiled by the Advisory Board on Missing Children, a nine-member panel of parents, police officials, and legal and psychiatric experts headed by Mayor Donna Owens of Toledo, Ohio.

The report charges that the public's attitude toward protecting runaways became more lax in 1974, when, in response to complaints about the jailing of runaway children, the Congress passed the Juvenile Justice and Delinquency Prevention Act. The law did not require runaways to be "controlled, treated, or protected," the report states.

Such an attitude "unintentionally created a situation that endangers our children," it charges.

The report also recommends that state and local laws be changed to give juvenile courts authority to detain such children pending appropriate placement.

Former Principal Agrees To Repay Embezzled Funds

The former principal of a Defense Department dependents' school in Pusan, South Korea, has agreed to repay the federal government more than $550,000 following his decision last December to plead guilty to charges of embezzlement, tax evasion, and making a false statement under oath.

According to the Justice Department, a consent decree settling a civil fraud suit against Chester J. Karpowicz of Warren, Mich., was filed in U.S. District Court in Detroit last week.

The government's civil complaint, filed in June 1984, charged that Mr. Karpowicz embezzled more than half a million dollars during his tenure as principal of the Pusan American School, which is attended by military dependents and other American children. Mr. Karpowicz could receive a maximum penalty of 20 years in prison and $70,000 in fines on the criminal felony charges against him in the case. His sentencing has been scheduled for March 27.

Under the terms of the consent decree, Mr. Karpowicz agreed to transfer to the government his bank accounts, stock, real-estate interests, and other assets that he purchased with the embezzled funds.

E.D. Proposes New Rules for Magnet-School Aid

The Education Department last week proposed new regulations for its $72-million magnet-school aid program, deleting the prohibition on the use of the money to promote "secular humanism" but further limiting the way districts may spend it.

The changes follow amendments in the law approved by the Congress last November. The new regulations, along with the department's announcement that the funds are available for continuation grants for next year, were contained in the March 10 *Federal Register*. The deadline for applications is May 2.

Under the new rules, federal magnet-school money—authorized by Title VII of the Education for Economic Security Act—must be used exclusively to finance the following: promotional and planning activities for magnet schools; the acquisition and maintenance of books and equipment for magnet-school programs; or the payment or subsidy of magnet-school personnel.

For further information or to comment on the proposed rules, contact: M. Patricia Goins, Division of Educational Support, Education Department, Room 2023, 400 Maryland Ave., S.W., Washington, D.C. 20202.

DISTRICTS

Pre-K Program Should Admit All, District Parents Say

Parents in the Lawrence, N.Y., school district are demanding that a pre-kindergarten program, currently restricted to 90 disadvantaged children, be opened to include all children.

"A small number of parents are interested in extending it to everyone," said Alvin Baron, superintendent of Lawrence schools. "It is not clear whether the entire community is interested in funding it."

Mr. Baron said the program receives $350,000 annually from the state, and the district pays an additional $40,000. He said expanding the program would increase enrollment by almost 200 percent and cost an additional $500,000 the first year and $250,000 each subsequent year.

The program, which began 15 years ago, provides instruction to qualified 4-year-olds who are selected by a district committee. To be eligible, a child must meet one of several criteria: He or she must either come from a single-parent family; have a family income below a certain level; come from a family in which English is not the primary language; have learning disabilities; or have emotional difficulties.

Mr. Baron noted that a child from an affluent family could qualify if, for example, the child had a learning disability.

But parents whose children have been turned down for admission complain that the criteria are too restrictive and are inconsistent. Further, they argue, the number of families who need daytime attention for their children but cannot afford private preschools is growing.

School Committee Approves Goals For Boston Schools

The Boston School Committee has approved a 16-point improvement plan, ranging from better instruction in core academic subjects to improved guidance and counseling services, extended early-childhood-education programs, and special programs for potential dropouts.

The plan, developed by the school department, also calls for a new student-assignment process that could "improve school integration by [increasing] parent and student program choice"—a change strongly recommended by a parents' group last month. Student assignments in Boston have been set by the federal courts for more than 10 years as the result of a desegregation order.

Although officials said they did not know how much the improvements would cost, Laval S. Wilson, the district superintendent, said their influence would be felt in his proposed fiscal 1987 budget. He said he would set up task forces to recommend specific policy options in each of the 16 areas.

"These 16 issues are those I feel need high-priority attention, careful long-range planning, and extra resources over the next few years," Mr. Wilson said in presenting the so-called Boston Education Plan to the school committee last week.

Mr. Wilson laid the groundwork for the plan in a series of community forums he held shortly after he took over as superintendent last year. And some 6,000 questionnaires were distributed to various constituencies of the school system, asking for a list of top priorities for improvement.

Students Charged In Attempt To Poison School Official

Three St. Paul 8th graders have been charged with attempting to poison their assistant principal by

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Graduate School of Education

THE PRINCIPAL AND SCHOOL IMPROVEMENT

July 1 - 11, 1986

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E.D. School-Computer Study Completed

By William Snider

FORT WORTH—By the next decade, computer-based instruction could "transform" public education by making it responsive to the needs of individual students, a task force on technology in education argues in a report to the Education Department.

But to reach that point will require massive planning and cooperation at all levels of government and the active participation of private industry, according to Sylvia Charp, a member of the National Task Force on Educational Technology who presented its findings here last week at the third annual National Conference on Education and Technology.

The task force's report includes a recommendation that the federal government assume a leadership role by "establish[ing] or designat[ing] an agency equivalent to the National Science Foundation or the National Institutes of Health to support peer-reviewed research and development" into the appropriate uses of technology in education, said Ms. Charp, who is editor-in-chief of *T.H.E.* [for Technological Horizons in Education] *Journal*.

The 25-member federally supported task force was appointed by former Secretary of Education Terrel H. Bell in 1984 to examine emerging technologies in education and assess their potential usefulness. The panel was chaired by William Ridley, former vice president of the Control Data Corporation, and included a broad sampling of leaders from both education and information-technology industries.

A final draft of the completed report has been submitted to the task force's staff at the Education Department for retyping, according to Mr. Ridley. He said he expects the report will be submitted to Secretary of Education William J. Bennett no later than this week, although department staff members unconnected with the report said they anticipate that it will be several weeks before it is completed.

Bennett's Support Uncertain

At the task force's first meeting in November 1984, Mr. Bell asked the group, which he called "the most significant one that we've ever called together," to prepare a report that will convey its message "so powerfully and eloquently that there will be attention paid to it." *(See Education Week, Nov. 7, 1984, and Aug. 21, 1985.)*

But educators attending last week's conference, which was sponsored by the University of Texas College of Education and the Tandy Corporation/Radio Shack Education Division, expressed skepticism that Mr. Bennett would support a report that was initiated by his predecessor and does not fit in with his established priorities.

James A. Mecklenburger, director of the National School Boards Association's Institute for the Transfer of Technology to Education and a participant in a panel discussion on the report, presented some anecdotal evidence and predictions about the report's reception at the Education Department.

He said he had asked Chester E. Finn Jr., assistant secretary for educational research and improvement, to address the first meeting of a group of school administrators organized by the I.T.T.E.

"He looked at the topic, 'Does the U.S. Department of Education give a fig about technology?' and he said: 'The answer is no, so why should I go to Las Vegas,' " Mr. Mecklenburger said.

"I tell you that story because the history of this task force and the history of the report and the impact of the report are all tied up in politics," he said. The substance of the report might be subject to debate, he added, but it is the only national platform that has been developed to date.

"I think the jury is out as to whether in any official fashion this report will see the light of day," Mr. Mecklenburger continued. "If it sees the light of day, I think the likelihood is that it will be perfunctory, because it clearly does not fit into Mr. Bennett's agenda, or the agenda that he's been serving."

But James Bencivenga, director of information services for Mr. Finn's office, said last week that the department "certainly is interested in technology," as demonstrated by its financial support of several research and dissemination centers that focus on educational technology.

"There are 42 irons in the air and this is probably 39th," he said of the task force's report.

'General' Recommendations

"We have no idea how this will be received," Ms. Charp said, "because I'm sure you have read, as I have, that [Mr. Bennett's] interest in technology is not the greatest, but nevertheless, we hope that the recommendations we have will be of enough general interest that he will have to work on them, and to discuss them."

The recommendations in the report are intended only as general guidelines, she said, because the specific planning and implementation must be carried out by decision-makers at state and local levels.

The panel's specific recommendations will not be available until the report is made public, but Ms. Charp outlined some of the steps members agreed needed to be taken to successfully utilize educational technologies.

The primary vehicle for exploring the usefulness of information-age technologies should be demonstration schools in each state at the elementary, junior-high, and high-school levels, she said, beginning with the 1st grade in each level and expanding by one grade per year.

"The schools should be financed under existing mechanisms," she said, "except that some additional resources will be needed to get started and to ensure rapid progress. The task force is being realistic in knowing that a lot more money isn't going to go into this, but how do you use your present resources differently?"

"The planning should involve the teachers, administrators, colleges of education, parents, legislators, state education officials, and the information-technology industry," she said. "We cannot leave the private sector out of this if we want to have total comprehensive planning."

Such model schools, she said, "will eventually lead to the transforming of education and not the reforming—going in and infusing a lot more technology—which may in the short term be a solution, but will not be a solution in the long term."

"The promise of technology, in our conclusion, is that we can manage and deliver learning geared to the needs of each individual," Ms. Charp continued. "We do know that we must create a system in which an individual learning plan does permit each learner to proceed at a rate and pace that is challenging and achievable but makes no unjust comparisons with the progress of others."

The task force believes that the current education system is not "adequate to deal with the needs of society that have emerged during the past two decades," she said. "Though the cost [of educational technology] may be higher in the short term, and perhaps even in the long term, the cost will have to be met if education is going to serve the needs of society."

School Boards Rank Concerns

Lack of financial support for schools continues to top school-board members' list of management concerns, the *American School Board Journal*'s annual survey has found.

But the proportion of those polled who put such concerns at the top of their list dropped in 1985 to the lowest level in three years—to about 55 percent from above 60 percent.

Similarly, while declining enrollment was ranked second among the top three concerns noted by the school-board members polled, the proportion seeing it as a top worry also declined for the third straight year—to 34 percent from 50 percent.

But new concerns also emerged as significant in the 1985 poll, described in the January issue of the magazine. Collective bargaining was cited as a top concern by 29 percent of those polled—up from 9 percent last year. Management and leadership issues were cited by 26 percent—up from 4.5 percent.

School-board members for the first time cited "teacher relations" in a catchall "other" category of concerns, noting their worries over both rewarding top teachers and removing unprofessional ones.

The portrait of board membership painted by the poll suggests a drop in the participation of women and minorities in 1985. Although the proportion of black school-board members in most regions grew slightly, the proportion of Hispanics dropped, as did that of women—from 38.3 percent to 36.1 percent. About 14 of every 15 school-board members in 1985 were white males, up from 9 of 10 the previous year.

Here are the top school-board concerns, ranked by the percentage of those polled who cited them as among their leading three concerns:

Lack of financial support	54.6
Declining enrollment	33.7
Collective bargaining	29.3
Parents' lack of interest	27.5
Management/leadership	25.7
Finding good teachers	20.3
Use of drugs	15.9
Teachers' lack of interest	13.1
Large schools/overcrowding	8.9
Lack of discipline	8.4
Poor curriculum/standards	8.1
Pupils' lack of interest/truancy	7.2
Integration/busing	2.9
Crime/vandalism	2.2

U.S. Students at Bottom in International Math Study, Data Show

By Robert Rothman and Alina Tugend

WASHINGTON—In its "What Works" booklet, the Education Department this month published previously unavailable data from an international study of mathematics indicating that American students lag behind those of most other industrialized nations in math skills.

The data show results from the Second International Mathematics Study, a 20-nation survey conducted in 1981-82 of 8th- and 12th-grade mathematics students.

Although preliminary reports of the study were released in 1984, the Education Department report, for the first time, showed how the performance of American students compared with those of students from other nations. *(See Education Week, May 16, 1984.)*

Kenneth J. Travers, professor of mathematics education at the University of Illinois and chairman of the group that conducted the American component of the study, last week was unavailable for comment on the new international comparisons.

Although 20 nations participated in the study, "What Works" left out results from most of the developing nations, in part because the department "had doubts about the data," according to Larry Suter, a demographer for the department's Center for Statistics.

Test Results

According to the tables in "What Works," U.S. 8th graders received an average score of 48 percent, ranking 12th among 14 industrialized nations. Japan, with an average score of 62 percent, ranked first.

For 12th graders, the report showed that U.S. students received an average score of 52 percent in algebra and calculus, ranking 12th among 12 industrialized nations. Japanese students again ranked first, with an average score of 66 percent.

Other countries ranking ahead of the United States in 8th-grade scores included: the Netherlands, France, Belgium (Flemish- and French-speaking pupils were tested separately), Hungary, Canada (the provinces of British Columbia and Ontario were tested separately), Scotland, England and Wales, and Finland.

New Zealand and Sweden ranked below the United States on the basis of the student scores.

France and the Netherlands are not included in the department's graph of 12th-grade scores. Students from all of the other industrialized nations ranked above the American 12th graders.

The data came from a sample of 6,648 students tested in 280 American classrooms in 1981-82. The first international mathematics study was conducted in 1964.

'Worst-Case Scenario'

Joseph Crosswhite, president of the National Council of Teachers of Mathematics, called the Education Department's charts a "worst-case-scenario kind of way" to present the data. He noted, for example, that they omitted figures from several nations, such as Swaziland, Nigeria, and Thailand, that ranked below the United States.

However, he added, "It's not inaccurate. It is a perfectly legitimate way of reporting the data. It's just the tip of the iceberg."

But Mr. Suter said the data are realistic. "Do we really want to say we are only better than Swaziland?" he asked.

Release Delayed

Mr. Suter denied that political considerations were a factor in the department's delayed release of the data, saying the study had been held up by "purists" within the department who did not consider it statistically sound.

Mr. Suter said, however, that although the quality of the data is lower than that in other studies, it was important for the information to be released because no other similar data exist.

"It's unique data," he said. "If there's any bias at all, it's in testing smarter kids rather than dumber kids."

Mr. Suter also attributed the delay, in part, to an agreement among all nations participating in the study that no country would release the data for another country. At an international meeting last August, that ban was lifted, effective last Nov. 1.

Scores 'Appalling'

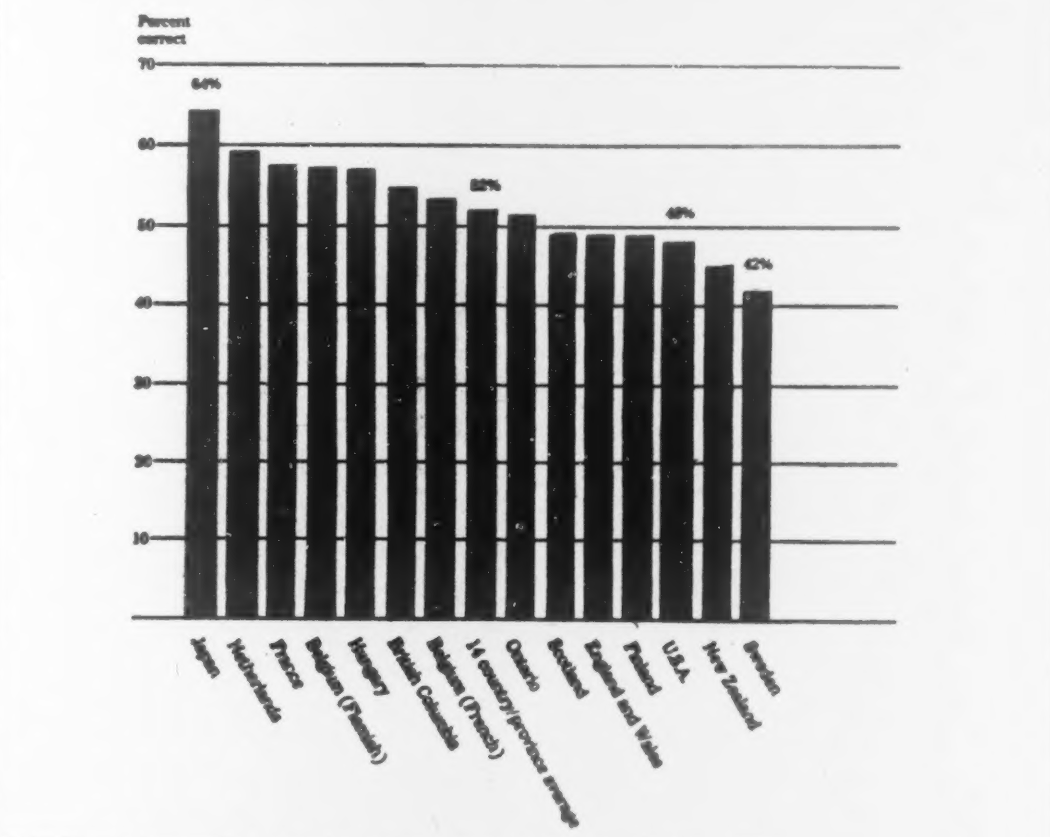
Mr. Suter said the department agreed to include the two graphs in "What Works" because the poor showing of the United States in the international mathematics testing "seemed to make the case that the whole report was trying to make."

Herbert Walberg, a professor at the University of Illinois and one of the advocates for including the graphs in "What Works," said that it is "immensely important to recognize that the scores came from 1981-82 and they have gotten a little better."

Nonetheless, he called the results "appalling" and an indication that "we have a long way to go to bring our students up to par with other developed nations."

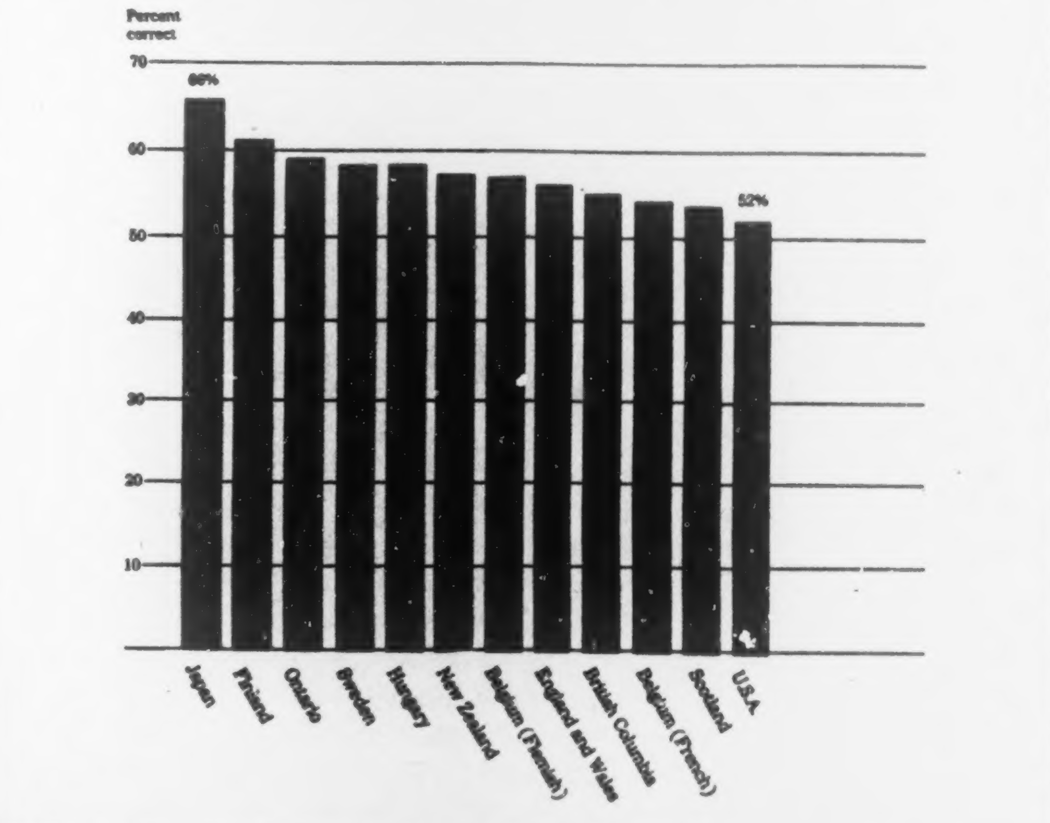
Similarly, Mr. Crosswhite said, "It is important for the public to know that we are in this condition."

Average Mathematics Score for Students in the Eighth Grade: 1981-82



SOURCE: U.S. Department of Education, National Center for Education Statistics. (1985). Second International Mathematics Study.

Score in Algebra and Calculus for Top 5 Percent of 12th Graders: 1981-82



SOURCE: U.S. Department of Education, National Center for Education Statistics. (1985). Second International Mathematics Study.

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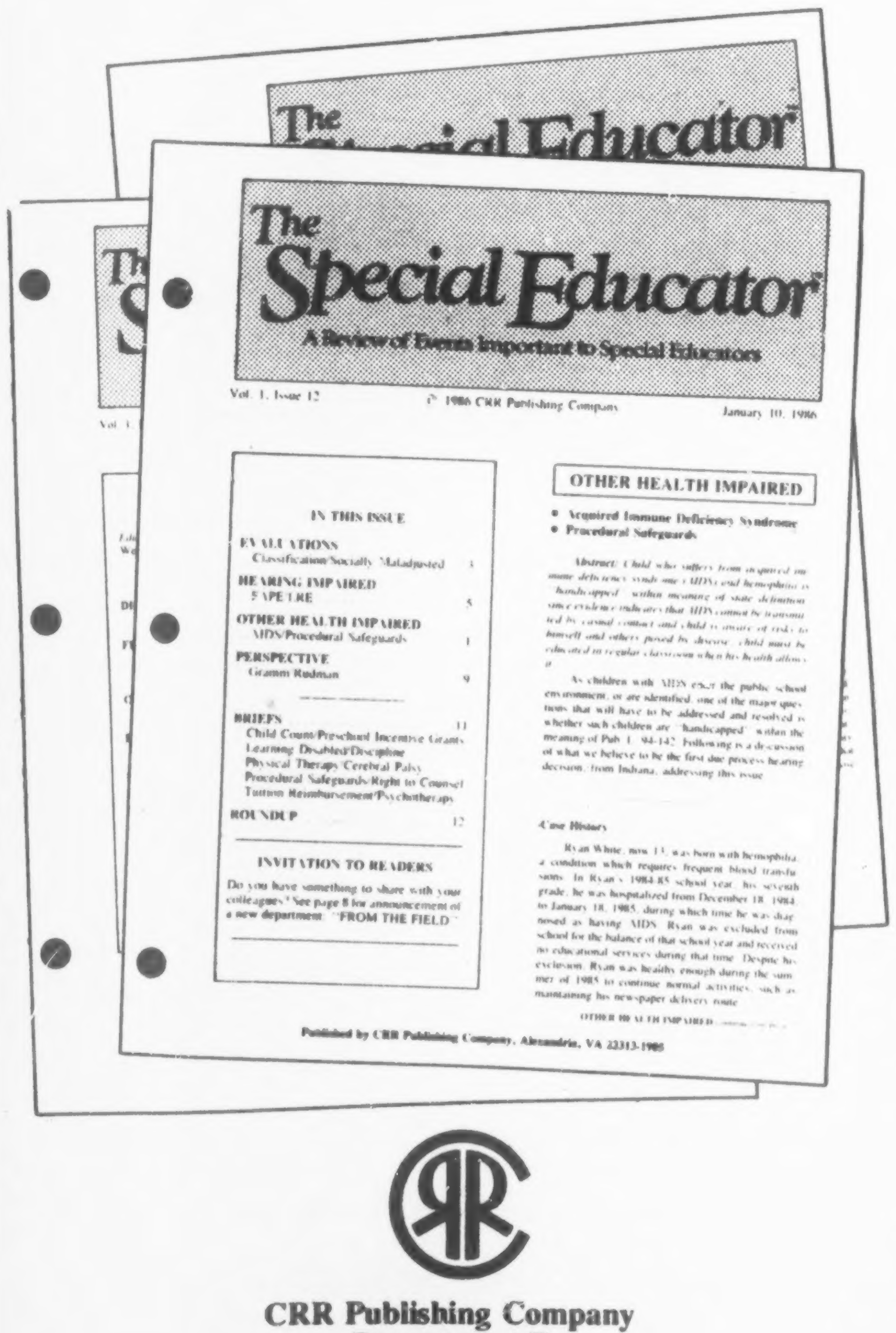

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ISSUE SIDESTEPPED

By dismissing a case on a technicality, the U.S. Supreme Court avoided rendering a decision on the highly controversial issue of whether the Constitution guarantees student groups the right to hold prayer and Bible-study meetings on school grounds.

See Page 11.

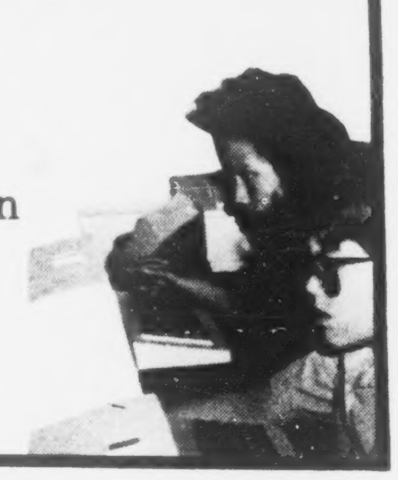
CHARGES LEVELED

A report by the General Accounting Office is sharply critical of the U.S. Commission on Civil Rights for its "almost nonexistent" financial record-keeping, the salary earned by its chairman, and "indications of irregularities" in its use of outside consultants.

See Page 12.

'SOLUTION' DEBATED

Can school districts provide Chapter 1 services to religious-school pupils via computer? Enthusiasts in Forth Worth, for one, think so.



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EDUCATION WEEK

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BACKGROUND CHECKS

To Root Out Child Abusers, States, Districts Requiring Teacher Investigations

By Robert Rothman

Chicago parents and community leaders staged an angry protest outside the city's Collins High School last month following reports that two of the school's teachers had been suspended for allegedly operating an international child pornography ring.

The group's demand was one heard with increasing frequency nationwide as the incidence of child sexual abuse gains greater visibility: that school officials screen prospective employees to ensure that their backgrounds do not include criminal convictions or histories as child abusers.

"We sent our kids to school for an education—to learn about English, to learn about history, to learn about math—not to be sexually exploited by teachers," said U.S. Representative Cardiss Collins, after whose late husband the school was named.

Already stung by revelations that five other city teachers and a school janitor had been arrested on charges of child pornography or child sexual abuse, the Chicago Board of Education announced last week that it would check all job applicants to determine if they have criminal records.

Chicago joins a growing list of school districts and states that have moved to require such screening. According to the National Conference of State Legislatures, at least 22 states use or are considering using criminal-background checks to screen school employees, including teachers and other certified personnel.

States have for some time authorized employers to conduct background checks for securities dealers, armored-car drivers, and other occupations deemed sensitive, particularly in regard to the handling of money. But the concern over possible illicit behavior in the backgrounds of teachers is a relatively recent development, reflecting society's growing anxi-

Continued on Page 18

Congress's Tax Maneuvers: Disruptions for School-Bond Sales

By J. R. Sirkin

In Coweta, Ga., 30 miles southwest of Atlanta, there's an old school gymnasium that nobody uses anymore.

It's a perfect spot for storing the $400,000 worth of new desks and filing cabinets that the Coweta County Public Schools purchased last month, but won't install until next fall, when it finishes a districtwide renovation project.

In Canyon, Tex., just south of Amarillo, they don't have a spare gymnasium. So school officials are squirreling away the costly new air conditioning and heating equipment they bought last month in a transportation shed.

Two districts, thousands of miles apart, facing a common problem: when they tried to float tax-exempt bonds earlier this year to pay for school repairs, they found they had to comply with several costly provisions of a tax-reform bill passed last December by the U.S. House of Representatives, even though the bill is not yet law, and even though parts of it—including the provision that led them to buy equipment months ahead of schedule—probably never will become law.

To negotiate their bond sales in a market unsettled by the House proposal, the two districts had to agree to spend a percentage of the proceeds within 30 days after the sale—thus, the warehoused equipment—and to forego an investment strategy that would have enabled them to leverage the proceeds into more cash.

"It's ridiculous," said Bobby W. Welch, the associate superintendent in Coweta County. "I'm surprised how Congress can see so poorly. I can't imagine people on that level making decisions of this type."

Meanwhile, school districts that could afford to wait to see what would happen in the Senate will fare much better—for the next several months, at least.

Rollercoaster Ride

Late last month, the market for tax-exempt bonds—including school bonds—swung back into high gear, capping a sever-

Continued on Page 17

One District Responds to Shortage With Bargains, Discounts for New Teachers

By Blake Rodman

In what may be an unprecedented move to attract new teachers, a consortium of business leaders in one of the nation's largest school districts has developed a package of consumer benefits for beginning teachers in the system.

Beginning this summer, Prince George's County, Md., will offer first-year teachers perquisites ranging from restaurant discounts and a month's free rent to lower consumer-loan rates and credit-card fee exemptions.

"We haven't heard of anything quite like this," said Howard Carroll, a spokesman for the National Education Association, the nation's largest teachers' union.

The incentive plan is designed to help the 5,000-teacher district in suburban Washington hire the more than 400 new teachers it expects to need next year.

According to Maryland officials, the state will need as many as 6,000 new teachers next year, said Jacquelyn L. Lendsey, a county spokesman. But colleges and universities in the state are expected to graduate only about 3,000 prospective teachers.

"All the districts in Maryland are going to be competing for those 3,000 graduates," Ms. Lendsey said.

Although the starting salary for teachers in Prince George's schools is $15,700—cur-

Continued on Page 7

E.D. Aides Outline Complete Overhaul Of Data Collection

Plan Requires New Tests And Cooperative Efforts

By James Hertling

Washington—The "dramatic" overhaul of the Education Department's statistics operation, envisioned in a blueprint prepared by senior officials, will require the development of an ambitious new test for students and unprecedented cooperation by schools and state and local education agencies.

The plan, obtained from department officials last week, marks a near-final step in the year-old effort to design a new national data-collection system for precollegiate education.

But significant hurdles lie ahead. Department officials must convince the Congress to increase the current $8.4-million statistics budget. And, in what Emerson J. Elliott, the director of the statistics office, calls the "toughest part," experts must now "work out the actual plan that all can agree on."

The design calls for the creation of an "elementary/secondary integrated data system (ESIDS)," which would "for the first time" enable the department to provide

Continued on Page 15

Finn Blasts NAEP's 'Misleading' Report On Bilingual Services

By James Crawford

Washington—A report by the National Assessment of Educational Progress suggesting that language-minority students are underserved by bilingual and English-as-a-Second-Language programs, is "misleading, oversimplified, and speculative," Education Department officials have charged.

Portions of NAEP's report, which was released in December, "verge on the irresponsible," wrote Chester E. Finn Jr., assistant secretary for educational research and improvement, in a Jan. 7 letter to the NAEP director, Archie Lapointe. NAEP is administered by the Educational Testing Service under a five-year, $20.3-million grant from

Continued on Page 14

IN SUMMARY

Preventing Obsolescence
Speakers at a conference on the future of vocational education have argued that it must be restructured to help the nation maintain its technological edge in a changing world economy. **Story on Page 6.**

Building Collaboration
Representatives of 16 partnerships between urban school districts and universities have been told that the collaboratives must be institutionalized to remain effective. **Story on Page 7.**

'We Definitely Knew the Risks'
Barbara Morgan, the Idaho teacher scheduled to be the next civilian to fly on the space shuttle, has reasserted her confidence in the space program and said she is "ready to fly." **Story on Page 8.**

Appeal Expected in Norfolk
A group of black parents is expected to ask the Supreme Court to strike down a controversial federal-court ruling permitting Norfolk, Va., schools to abandon busing. **Story on Page 8.**

Torts and Retorts
An Administration task force, citing more lawsuits and larger jury awards as factors in the liability-insurance crisis, has called for limits on lawyers' fees and punitive-damage awards. **Story on Page 12.**

'Completely Unacceptable'
Lobbyists for education groups are mobilizing opposition to the Senate's draft tax-reform plan, which they say would jeopardize state and local support for public schools. **Story on Page 13.**

An Alternative Spending Plan
The Senate is considering a 1987 budget plan that calls for new taxes and inflationary increases for defense while cutting spending for education and social services by $1.3 billion. **Story on Page 13.**

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THE WEEK

FEDERAL

H.H.S. Combines Six Major Programs Under One Umbrella

The Department of Health and Human Services this month announced plans to combine six major programs for low-income families into a single operating division.

The programs to be combined into the one division, to be called the Family Services Administration, are: Aid to Families With Dependent Children; child-support enforcement; the Community Services Block Grant program; low-income home-energy assistance; refugee and entrant assistance; and the Work Incentive Program.

The merger is designed to provide a central location to administer the major income-assistance and related programs for "efficiency and better management," and is "consistent with President Reagan's desire to encourage the strengthening of the American family," officials said.

The move is not subject to Congressional approval, a department spokesman said, and thus will take place next month.

Senate Panel Clears Measure To Extend Research Operation

The Senate Labor and Human Resources Committee has cleared a measure to reauthorize the Education Department's office of educational research and improvement, an extension considered critical to continued Congressional funding for the research agency.

The five-year extension, adopted as an amendment to the Higher Education Act, S 1965, would codify the reorganization of O.E.R.I. completed by Secretary of Education William J. Bennett last year and would recommend funding research and statistics activities at $72.2 million next year, slightly above the level requested by the department.

But the committee rejected a proposal by Mr. Bennett that critics said would have undermined the independence of the department's educational laboratories and centers.

The bill stipulates that the regional labs will continue to set their own research agendas.

The department proposal would have dropped the requirement that grants and contracts to the labs and centers fund work that they themselves propose.

The measure, drafted by Senator Paul Simon, Democrat of Illinois, is less prescriptive than a draft circulated before the vote. It next goes to the full Senate.

The House has not passed a companion bill, but aides are circulating a proposal in preparation for the House-Senate conference on the higher-education bill.

Reagan To Nominate Magazine Editor as N.E.H. Chairman

President Reagan said last week that he would nominate Lynne Cheney, a senior editor of *The Washingtonian* magazine, as chairman of the National Endowment for the Humanities, the post formerly held by Secretary of Education William J. Bennett.

The President's previous nominee, Edward A. Curran, the former head of the National Institute of Education, was rejected by the Republican-controlled Senate Labor and Human Resources Committee last November. John Agresto has been the acting director since February 1985. *(See Education Week, Nov. 27, 1985.)*

Ms. Cheney, 44, wife of Representative Richard Cheney of Wyoming, has been with the magazine since 1983.

She holds a Ph.D. in British literature from the University of Wisconsin and has written two novels, *Executive Privilege* and *Sisters*. With her husband, she wrote *Kings of the Hill,* a history of the House of Representatives.

Last April, she was named to the Commission on the Bicentennial of the U.S. Constitution.

The new nomination for the four-year position, which carries an annual salary of $73,600, will be sent to the Senate after a background check that will take four to six weeks, officials said.

The endowment, a $133-million agency, makes grants to individuals, institutions, and states for fellowships, research, educational programs, and public programs in the humanities.

Center To Assist Lawyers Prosecuting Child-Abuse Cases

In response to the increasing number of child-abuse cases, the National District Attorneys Association has established a national center to provide information and technical assistance to prosecutors.

The center, funded by a $645,000 grant from the Justice Department's office of juvenile justice and delinquency prevention, will set up an information clearinghouse, publish manuals, and provide legal research and assistance, according to James C. Shine, the center's director.

Prosecutors from more than 100 cities expressed a need for such a center, Mr. Shine added.

He said that the center will include four lawyers with experience in prosecuting child-abuse cases. "We're looking for people with good trial experience who are also sensitive to victims of child abuse," Mr. Shine said.

NATIONAL

No Progress Found In Physical Fitness Of Schoolchildren

Despite the nation's apparent preoccupation with physical fitness, America's children are in no better shape now than they were a decade ago, according to a report from the University of Michigan.

The report, sponsored by the President's Council on Physical Fitness and Sports, found "no general improvement" in children's strength, speed, flexibility, and endurance in 1985, as compared with data collected in 1975 and 1965.

The 1985 data were gathered in tests of 18,857 public-school children ages 6 to 17 at 187 schools nationwide.

"The findings confirm what numerous studies have shown—that American youth are in poor physical shape in spite of the fact that over 80 percent of students in grades 5-12 are enrolled in physical-education classes," said Guy G. Reiff, the professor of physical education who directed the study.

"Much of the fault lies with the content of these classes, which typically emphasize games rather than exercise that builds strength, flexibility, and cardiovascular endurance," he added.

The survey found that 40 percent of boys ages 6-12 and 70 percent of girls could not do more than one pull-up; 55 percent of the girls could not do any. Forty percent of the boys ages 6-15 could not touch their toes while seated on the floor with legs outstretched, and girls ages 10, 11, and 14 were "significantly" slower in the 50-yard dash than girls that age were in the 1975 survey.

STATES

Michigan Chief To Sue District Over Reform Law

State Superintendent of Schools Phillip E. Runkel of Michigan has decided to sue a school district that is bucking one of the state's education-reform laws by refusing to make up five days of classes its students missed this year because of snow.

A spokesman for Mr. Runkel said the state chief is "not pleased" with the Houghton Lake Community School Board, which last month passed a resolution saying the district would not make up the snow days unless ordered to do so by a court.

The board's action has caused outrage among some state lawmakers, who two years ago passed a law requiring school districts to hold classes for a minimum of 180 days and 900 hours. If those days are missed, they have to be made up or the school district loses 1/180th of the money it receives from the state for each day skipped. But the school district nevertheless says it will fight Mr. Runkel's suit. Mr. Runkel's spokesman said the Houghton district is the only one in the state so far that has challenged the new law.

Test Results Show California Pupils Weak in History

A panel of California history and social-science teachers, after reviewing the results of the first California Assessment Program examination in those subject areas, has recommended that schools provide more instructional opportunities for students to learn about this country and others.

Some 300,000 8th-grade students took the test last spring for the first time, along with CAP exams in reading, written expression, and mathematics.

Although panel members said they were pleased by students' performance on the critical-thinking, economics, and basic-skills portions of the exam, and judged performance in U.S. history and citizenship/government to be "relatively good," they acknowledged that students had the most difficulty with questions on geography and world history and cultures.

"The majority of students who took the test did not understand the major forces and events that shaped the world in which they now live," the panel said in the annual CAP report.

For example, 40 percent of the students could not identify "democracy" correctly—nearly 21 percent said that a democracy is a government in which only the educated can vote.

According to the panel, students appeared unable to link the significance of such documents as the U.S. Constitution and the Bill of Rights to contemporary life.

"The committee is very concerned that students who are unaware of this critical linkage will not be able to make reasoned decisions on contemporary issues as adults and will have only limited ability to participate in a representative democracy," the panel's report said.

Number of High-School Graduates Declines

Reflecting the continuing decline in the number of 18-year-olds in the U.S. population, the number of students graduating from high-school dropped in 48 of the 50 states between 1980 and 1984, from 2.9 million to 2.5 million. Only Nevada and Ohio graduated more students in 1984 and both of those states graduated fewer students that year than in 1983. The figures were gathered from each state by the Western Interstate Commission for Higher Education in Colorado.

High School Graduates by State, 1979-80 Through 1983-84*

State	1979-80	1980-81	1981-82	1982-83	1983-84
Alabama (pub)	45,190	44,894	45,409	44,352	42,021
Alaska (pub)	5,223	5,358	5,477	5,558	5,457
Arizona (pub)	28,633	28,146	28,049	29,867	26,530
Arkansas (pub)	29,052	29,414	29,710	28,447	27,049
California (com)	281,363	273,973	276,454	272,896	269,024
Colorado (pub)	36,804	35,993	35,494	34,875	32,954
Connecticut (com)	43,710	44,598	43,735	42,433	39,712
Delaware** (com)	10,366	11,001	10,480	10,125	9,631
District of Columbia (pub)	5,124	4,848	4,521	4,909	4,073
Florida	97,607 (com)	99,511 (com)	98,773 (com)	86,871 (pub)	84,496 (pub)
Georgia (pub)	62,708	62,963	64,489	63,293	60,713
Hawaii (com)	14,013	14,610	13,948	12,943	12,990
Idaho (pub)	13,246	12,931	12,554	12,130	11,717
Illinois (com)	154,716	156,981	156,802	148,861	141,935
Indiana (com)	79,929	79,760	81,258	76,778	72,004
Iowa (pub)	43,151	42,355	41,509	39,612	37,248
Kansas (pub)	30,890	29,397	28,298	28,316	26,730
Kentucky (com)	45,445	46,392	46,818	44,963	43,536
Louisiana (com)	54,931	54,571	54,428	47,019	45,249
Maine (pub)	15,445	15,554	15,186	14,764	13,935
Maryland (com)	61,367	60,893	61,578	59,353	57,440
Massachusetts (pub)	73,082	74,876	74,299	71,225	65,855
Michigan (pub)	124,316	124,372	121,030	115,205	— †
Minnesota (com)	70,358	68,443	66,429	63,113	59.593
Mississippi (pub)	27,586	28,083	28,023	27,271	26,324
Missouri (pub)	62,265	60,340	59,872	56,420	53,388
Montana (com)	12,135	11,634	11,162	10,689	10,224
Nebraska (com)	24,803	23,729	23,516	22,197	20,807
Nevada (com)	8,773	9,375	9,599	9,349	9,096
New Hampshire (pub)	11,722	11,938	11,763	11,478	11,506
New Jersey (pub)	94,564	94,157	93,750	90,048	87,297
New Mexico (com)	19,043	18,693	18,344	17,795	17,304
New York (com)	235,937	230,237	226,856	216,082	205,883
North Carolina (pub)	70,862	70,168	71,210	68,783	66,803
North Dakota (com)	10,797	10,730	10,226	9,572	9,157
Ohio (com)	144,169	154,489	154,597	152,163	149,082
Oklahoma (pub)	39,305	38,823	38,347	36,799	35,254
Oregon (pub)	29,939	29,354	28,780	28,099	27,214
Pennsylvania (com)	170,646	169,075	167,541	160,329	154,744
Rhode Island (pub)	10,864	10,719	10,585	10,318	9,652
South Carolina	40,175 (com)	40,074 (com)	41,127 (com)	37,570 (pub)	35,534 (pub)
South Dakota (pub)	10,689	10,431	9,864	9,206	8,638
Tennessee (pub)	50,033	51,021	51,646	46,888	49,054
Texas (pub)	171,449	171,665	172,099	168,897	161,580
Utah (pub)	20,035	19,886	19,400	19,210	19,350
Vermont (pub)	6,627	6,561	6,659	6,181	5,993
Virginia (pub)	66,539	67,147	67,809	65,571	62,177
Washington (com)	52,928	52,504	52,595	49,446	47,327
West Virginia (com)	24,376	24,300	24,352	24,296	23,309
Wisconsin (com)	76,233	75,692	74,246	71,037	68,541
Wyoming (pub)	6,072	6,161	5,999	5,909	5,764
U.S.Total	**2,925,235**	**2,918,820**	**2,906,695**	**2,789,511**	**2,570,894†**

* The designation after the state or under the group of numbers tells whether the figures presented are for public graduates (pub) only or for public and nonpublic graduates combined (com).

** Includes traditional and nontraditional (night school, G.E.D., etc.).

† Michigan excluded for 1983-84; not available.

Source: Western Interstate Commission for Higher Education based on information provided by state education offices.

DISTRICTS

Meningitis Prompts School Closings In Virginia Town

The six public schools of Staunton, Va., were closed for three days late last month after an outbreak of life-threatening bacterial meningitis sent a wave of panic through the Shenandoah Valley town.

Seven of the town's children—one preschool student, one 6th grader, and five high-school students—have contracted meningitis, an inflammation of the membranes enclosing the brain and spinal cord that can cause brain damage, hearing loss, speech defects, and death.

The disease is not generally considered highly infectious and can be treated effectively with antibiotics if detected in its early stages.

The most recent case of the disease was diagnosed March 18, according to Superintendent of Schools Kenneth B. Frank, who said he closed the district's schools because of the "extremely high anxiety level" among the community's 22,000 residents.

"I felt we needed to buy time to let people calm down and let the incubation period pass," Mr. Frank said.

One high-school student, whose legs had to be amputated as a result of the disease, was listed in stable but critical condition last week, according to Mr. Frank.

Five of the other children who contracted the disease, however, were out of the hospital, he said. Another remained hospitalized but in good condition.

Custodians Take Asbestos Tests In New York

School custodians in New York City are undergoing medical tests to detect asbestos-related health problems following the diagnosis, in two workers, of asbestosis, a disabling lung disease linked to exposure to friable asbestos.

The examinations will be performed by the Mount Sinai School of Medicine and financed by the New York City Board of Education under a contract agreement with the custodians' union.

Despite school officials' efforts to clean up asbestos in areas frequented by students and teachers, "the boiler rooms are still loaded with the stuff and that's where our members spend a lot of their time," said John W. Holahan, president of Local 891 of the operating engineers' union.

About 560 of the local's 1,000 members have signed up for the tests, Mr. Holahan reported. School cleaners and boiler-room operators, however, are represented by other unions and will not be included in the screening, he said.

The custodians, who have a supervisory role, tend to have higher seniority and are considered at higher risk. Results of the screening should be available later this month, Mr. Holahan said.

Boy's Story About Suicide Precedes His Own Death

A Chester, Ill., boy who wrote a classroom story about a lonely child who suffocates himself acted out the part on the night his teacher read the disturbing account.

Scott Phillips, a 6th-grade student at the Chester Grade School, committed suicide by placing a plastic bag over his head on March 17, the night after he turned in the story, titled "Suicide Mistake." The main character in the story was, like the author, an 11-year-old boy who had recently moved to a new home.

After reading the story, the boy's language-arts teacher called the principal to express concern, according to Hal Diebolt, superintendent of Chester schools. But by the time they reached the boy's parents, it was too late. The youth's mother, Cynthia Phillips, had found her son dead in his room earlier that evening.

Mr. Diebolt said students at the K-8 school in the town of 8,000 are "coping well." Counseling has been offered to both staff members and students, he said.

Wichita School Chief Target of Ouster

The Wichita (Kan.) Board of Education recently moved to oust Ronald G. McIntire, the city's school superintendent, first suspending him with pay and then—two weeks later—presenting him with a list of reasons why he should be fired.

The nature of the charges remains a mystery. The list, prepared by the board's lawyer, has not been made public by either party.

Mr. McIntire, whose current three-year contract expires in 1988, is not trying to preserve his job, but will seek a financial settlement with the board, according to Lee H. Woodard, the superintendent's lawyer. Mr. McIntire currently receives an annual salary of $76,500 and other fringe benefits valued at $7,000, Mr. Woodard said.

If a settlement is not reached, the board must hold a hearing to determine if "just cause" exists to fire Mr. McIntire, the lawyer said.

"If we can't get this thing settled under fair terms in the next three weeks, we will ask for a public hearing or go to court or both," Mr. Woodard said. He said he had read the more than 50 charges leveled against the superintendent and saw nothing "that can't be talked about in public."

Judge Bars Klan From Picketing Georgia Schools

A federal judge has ordered Ku Klux Klan members to stop picketing a middle school and high school in Madison County, Ga., and to refrain from harassing students or their families.

U.S. District Judge Duross Fitzpatrick issued the temporary restraining order at the request of a lawyer for the parents of 22 black children who have filed a $4.9-million lawsuit against the Klan, charging it with disrupting the education of their children.

The suit alleges that Klan members have repeatedly harassed black students on school buses. In one incident cited in the suit, Klan members reportedly boarded a bus and uttered racial slurs while distributing leaflets warning white students against dating black students.

"The injunctive relief that we seek in the case is of paramount importance, more important than the money," said Charles Mathis, the lawyer representing the parents. "If these actions are allowed to go unanswered, it's going to further interfere with the rights of the children to an education."

James R. Perkins, superintendent of Madison schools, said district officials have removed Klan literature that had been posted in the schools and have met with concerned parents and their children.

R4800-2A

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THE STATE OF ELEMENTARY EDUCATION

The current reform movement has virtually ignored the elementary grades, but now attention appears to be shifting downward to the years when the foundations are laid for all future learning. For a review of the issues and a roundtable discussion:

See Page 15.

EDUCATION WEEK

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Oil and Education Budgets: It's Feast and Famine

In the Oil-Producing States, Aid to Schools Is Targeted

By J. R. Sirkin

In many states, it's an annual rite of spring.

School districts, bound by state law, notify teachers hired on renewable contracts that their services are no longer required, only to turn around and rehire them in the summer when revenue projections come into sharper focus.

In Tulsa, Okla., where the school board recently informed all 270 of its first- and second-year teachers to look elsewhere for employment, the same pattern may hold true, but there's a catch—no one will be rehired until the district sheds itself of 267 veteran teachers, either through retirement or attrition, according to a district official.

Many positions may already have been saved by an early-retirement program the district recently initiated to reduce its payroll. But if the price of oil continues to hover at about $12 a barrel, many of the teachers recently let go may not be teaching in a Tulsa classroom for a long time, officials predict.

Like districts throughout the state, the Tulsa system, officials say, is merely trying to protect itself from almost-certain cuts in state education aid due to the precipitous drop in international oil prices, which have severely curtailed revenues in all of the energy-producing states.

"If oil prices stay down and revenues continue to decline, this may just be a starting point," said Jack L. Griffin, the associate superintendent for instruction for the Tulsa schools.

Most of the oil-producing states—including Oklahoma, Louisiana, Montana, New

Continued on Page 40

But in New York, Record Aid Hike Wins Approval

By William Snider

In a year when the entire state leadership faces re-election, the New York State legislature has approved a record increase in support for public education.

Under the terms of the budget package, which Gov. Mario M. Cuomo is expected to sign shortly, nearly $6.6 billion will be provided from the state's general operating fund for public education next year— an increase of $631 million, or 10.6 percent, over this year's budget.

This is the fourth straight year in which state support for education has grown substantially.

The legislature approved more than twice as much new funding for education as

Continued on Page 9

Teachers' Work Environment Not 'Supportive,' Poll Confirms

By Lynn Olson

WASHINGTON—The majority of teachers have problems with the resources and working conditions in their schools and want more say in the decisions that affect them and their students, according to a nationwide survey released here last week.

"The Conditions and Resources of Teaching," a survey of nearly 1,800 teachers who belong to the National Education Association, provides some of the first empirical data regarding the classroom conditions that prevent teachers from doing their jobs well, said Samuel B. Bacharach, director of the survey and a professor of organizational behavior at Cornell University.

The 1,800 respondents represent a random sample of the approximately 1.5 million K-12 teachers who belong to the N.E.A.

The $100,000 study was conducted for the N.E.A. by Organizational Analysis and Practice Inc., a research and consulting firm in Ithaca, N.Y., for which Mr. Bacharach is a senior research associate. The survey, which asked teachers to assess their working conditions based on the principles of effective private-sector organizations, was conducted last spring.

Those principles include clear organizational goals and priorities; adequate resources to do the job; communication and cooperation among staff; and involvement of all employees in decisionmaking. All four conditions are sorely lacking in today's schools, said Mr. Bacharach.

"If a supportive culture is important to a profession, and if you compare these data to those for other organizations, then schools are some of the least supportive organizations that I have ever seen in my life," said Mr. Bacharach of the survey findings.

The majority of teachers responding to the survey said they have little chance to participate in the decisionmaking in their schools; that staff-development opportunities are inadequate; and that administrators seldom talk to them about important topics or clarify what is expected of them.

In addition, a substantial minority of teachers reported frequent or constant

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Carnegie's Panel on Teaching Will Urge Major Restructuring of Nation's Schools

By Blake Rodman

The Carnegie Task Force on Teaching as a Profession next month will call for radical reforms that would give teachers a greater say in the standards of their profession and revamp the way they are educated, according to a Carnegie official.

"The task force will call for comprehensive reform that redefines what it means to be a teacher," says Marc S. Tucker, executive director of the Carnegie Forum on Education and Economy, in remarks prepared for a meeting of education writers.

The Carnegie Forum created the 14-member panel last May to devise a blueprint for making teaching a true profession. Its conclusions have been eagerly awaited as a signal of how far education opinion-makers are willing to go in advocating change.

"The report will not be a collection of recommendations, but a plan," Mr. Tucker's address says, "a plan for restructuring American education to attain a far higher standard of performance than it has ever reached before."

Mr. Tucker was to make the remarks this week at the annual meeting of the Education Writers Association in Baltimore. The speech discusses at length the general problems in the supply, quality, and working conditions of teachers. The forum estimates

Continued on Page 42

Students' Writing Still 'Incompetent,' Assessment Finds

NAEP Officials Terming Results 'Disappointing'

By Lynn Olson

The majority of American students cannot write prose that successfully informs, persuades, or entertains, and are writing no better than their peers did a decade ago, according to findings released last week by the National Assessment of Educational Progress.

The findings, which NAEP officials described as "disappointing," are based on the writing performance of a nationally representative sample of 9-, 13- , and 17-year-old schoolchildren in 1974, 1979, and 1984.

Although 13- and 17-year-old students made advances over their 1979 performance, the changes primarily regained ground lost in the 1970's, according to NAEP officials.

The results for all three surveys reflect the writing achievement of 95,000 students. They will be published in June in a report titled, "Writing Trends Across the Decade: 1974-1984."

In addition to finding a lack of progress in the writing abilities of students over the 10-year period, NAEP found little narrowing of the gap in writing achievement between advantaged and disadvantaged children. Among minority students, Hispanic 9-year-olds were the only group to show consistent improvement on informative, imaginative, and persuasive writing tasks during the decade.

"What's worse," said Gregory R. Anrig, president of the Educational Testing Service, which administers NAEP, "for advantaged and disadvantaged alike, the proportion of competent writers remained distressingly small."

Only 20 percent of 17-year-olds, for example, were able to do an adequate job of persuasive writing in 1984. Only 38 percent produced a detailed and well-organized informative description. And only 24 percent clearly described an imaginative situation.

"In daily transactions, students might not have much difficulty," said Ina Mullis, associate director of NAEP. "But when you talk about college and a professional work environment, they certainly would."

NAEP, a Congressionally mandated assessment program funded by the Education Department, is the only reguarly conducted national survey of student performance in

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IN SUMMARY

A Better Emphasis: Better Teaching
The outgoing president of the National Council of Teachers of Mathematics has warned his colleagues that battles between "pure" and "applied" math create a "false dichotomy." **Story on Page 6.**

Focus on Foreign Languages
The first Rockefeller Foundation fellowships awarded to high-school teachers will allow 95 foreign-language instructors to study for eight weeks this summer, in the U.S. or abroad. **Story on Page 7.**

A 'Closer Look' at Secretary's Grants
A Senate panel has learned that only about half of the proposals awarded discretionary grants by Secretary of Education William J. Bennett got top rankings from peer-review panels. **Story on Page 11.**

'Voodoo Demographics'?
The Education Department has sharply lowered its estimate of the number of students "most likely to benefit" from bilingual instruction—and the new figures have drawn fire. **Story on Page 11.**

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"Washington State Leads Nation in Chinese/American Teacher Exchange." Washington State Office of Superintendent of Public Instruction.
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THE WEEK

NATIONAL

No Increase Seen in Drug Use

Drug use by secondary-school students has either held steady or decreased in the past two years, according to 75 percent of the principals responding to a nationwide survey.

The survey, conducted by the National Association of Secondary School Principals, also indicated that weapons possession by students had not increased in most schools.

But principals were more divided on whether students were drinking more on school grounds; 58 percent reported no increase, while 42 percent said drinking was on the rise.

The survey, conducted in February, marked the first time the principals' association had polled its members on what it calls "the traditional non-academic problems of schools." Questionnaires were mailed to 650 of the association's 37,000 members, 361 of whom responded.

Among the survey's other findings: 82 percent of the principals said they opposed federally funded education vouchers; 59 percent said that schools should "inculcate nonsectarian moral and ethical values;" and 65 percent reported that military recruiters had increased their requests for access to students.

N.E.A. Launches 'Operation Rescue' To Prevent Dropouts

The National Education Association has launched a project called "Operation Rescue" to try to help lower the nation's student-dropout rate.

Using $700,000 of some $1.7 million collected from the union's members to build a "war chest" for programs to stem scholastic failures, Operation Rescue will provide direct grants to fund dropout-prevention projects designed and developed at the local level, according to Donna Rhodes, executive director of the N.E.A.'s National Foundation for the Improvement of Education.

The first round of awards will be announced in July and distributed in September.

Ms. Rhodes said her group is examining various dropout programs this month and next through a series of four "information exchanges" around the country. The meetings are bringing together local business, education, and political leaders, and representatives of community-based organizations.

With information from those sessions, Ms. Rhodes said, the N.E.A. plans to publish a "Blueprint for Success," which will synthesize the elements of successful dropout-prevention programs and serve as a guide for local schools, school districts, and communities setting up their own programs.

Scholarships Offered For Prospective Minority Teachers

Responding to reports of a growing need for minority teachers, the Metropolitan Life Foundation has announced that it will award 12 scholarships to prospective teachers enrolled in 17 selected historically black colleges.

The students, who will be named this summer, will be awarded $1,500 to be used for tuition, room and board, laboratory fees, and other educational expenses.

Sibyl Jacobson, president of the Metropolitan Life Foundation, said the scholarships will answer two needs: attracting talented minority youths to the teaching profession, and building the ranks of the profession as a whole.

The program is part of the foundation's $175,000 national Future Teacher Scholarships Program, and will be administered by Citizens' Scholarship Foundation of America Inc., a national nonprofit organization based in St. Peter, Minn.

STATES

California Chief Launches Campaign To Promote Teaching

Superintendent of Public Instruction Bill Honig and other California education leaders this month launched a "public awareness campaign" to encourage high-school and college students to consider careers in teaching.

At a press conference announcing the campaign, dubbed "A Class Act: Be a Teacher," Mr. Honig said the department of education would produce a series of radio and television public-service announcements highlighting exemplary California teachers. In addition, a pamphlet focusing on recent efforts to upgrade teaching in the state will be distributed to high-school and college students as part of the campaign.

The state will need approximately 85,000 new teachers by 1991.

"All of our goals for educational excellence in this state will be in vain without effective teachers to put these ideals into place," Mr. Honig said. "We must work together . . . to develop strategies to recruit potential teachers."

He said those strategies could include establishing "teacher of tomorrow" clubs, developing teacher-training programs for high-school students, creating links between college students and classroom teachers, and using lottery money to provide inservice training and special support for new teachers.

Coalition Drafts Plan To Relieve Teacher Shortage

A coalition of North Carolina educators, business leaders, and politicians has proposed a broad-based plan of scholarships, loans, and incentives to relieve the state's teacher shortage.

The plan, developed by the Public School Forum of North Carolina and unveiled at a news conference in Raleigh last week, drew support from legislative leaders, including Lieut. Gov. Robert B. Jordan 3rd, who said that at least parts of the plan would be considered by the legislature when it meets in June.

The proposal would cost $12.8-million annually when fully implemented in four years. The forum estimated the plan could generate 1,200 new teachers a year.

John N. Dornan, vice president of the forum, said the most significant part of the plan is a proposed teaching-fellows program, which would award $20,000 scholarships to 500 of the state's top high-school seniors. The grants would be treated as loans and forgiven at a rate of 25 percent for each year the student teaches in a North Carolina public school.

Other proposals call for 200 two-year scholarships of $4,000 a year to students completing their sophomore year of college in a subject area where shortages are most acute, such as mathematics, science, and foreign languages, and one-time incentives of $3,000 to recruit former teachers who have been out of teaching for at least three years.

The forum also proposed that grants be provided to as many as 200 teachers a year who agree to return to college to seek certification in a subject area in which there is a teacher shortage.

New Jersey Sets Up Vaccination Centers To Stop Measles

New Jersey officials last week declared a health emergency in seven northern counties and set up inoculation centers to immunize children under age 5 against measles after more than 500 cases of the disease were reported.

All children enrolled in public schools and preschools are required to have measles vaccinations.

The state's epidemiologist, Dr. William E. Parkin, called the measles outbreak the largest epidemic since 1980, when 856 cases were reported and two children died from complications resulting from the disease.

Health emergencies were de-

New York Schools Get Increase

Continued from Page 1

Governor Cuomo had originally requested. *(See Education Week, Jan. 22, 1986.)*

Observers attribute the record size of this year's increase to pressures from Republican leaders in the Senate, who are trying to protect their party's Senate majority in the upcoming fall elections.

State education officials, however, saw the legislature's action as further support for their recent reform efforts.

"The increase is being viewed by school people and legislators as a recognition of the importance of education and as support for the increased standards mandated in the [New York Board of] Regents' action plan," said J. Robert Daggett, executive assistant to the state commissioner of education.

Income Taxes Cut

The budget also includes a $1.1-billion cut in the state's income tax, the second phase of a three-year tax-reform program that is increasing the standard personal deduction and removing lower-income taxpayers from the tax rolls.

The state's revenues have been growing for the past several years due to strong economic growth and greater-than-anticipated proceeds from a real-estate-gains tax enacted in 1983, according to Peter D. Lynch, deputy budget director in the Governor's office.

Revenue estimates for the current budget have been revised upwards, he said, largely because of the success of a recently completed tax-amnesty program and because of falling world oil prices, which reduce the state's operating expenses and stimulate economic growth.

For the more than 700 school districts in the state, the additional revenues translate into an increase of $260 million in operating aid and $86 million in supplemental support aid, which is also distributed through the equalized-funding formula and can be used for operating expenses.

The state's share of local school support will increase next year to 44.5 percent, up from 41.9 percent this year, according to Mr. Daggett.

In an effort to boost starting salaries for teachers, the legislature also appropriated $95.5 million for an "excellence in teaching" program. Districts must apply to participate in the program, and must agree to use 60 percent of the funds to increase salaries for first-, second-, and third-year teachers if the district's average salaries for these teachers are below the state or regional average.

The details of the salary packages will be worked out in local collective-bargaining agreements and must supplement existing contracts.

One-Time Bonuses

New York City school officials, who recently negotiated a new salary package for teachers, may use the $31.1 million they are eligible to receive through the excellence-in-teaching program to grant one-time bonuses, according to a spokesman for the district. The city stands to receive more than $200 million of the total increase in state support for public education.

The legislature also funded a $2-million mentor-teacher program, which will make it possible for new teachers to spend 20 percent of their time with master teachers.

In addition, the lawmakers created several hundred new scholarships and graduate fellowships to entice students to enter teaching in subject areas in which the state is experiencing shortages.

Other appropriations for education programs include:

- $36 million to help low-wealth, high-tax districts meet their operating expenses without raising taxes.
- $15 million for the provision of psychological services, social work, general counseling, and speech therapy.
- $4 million in new funding for teaching and computer centers, raising total support for these programs next year to $10 million.
- $7 million in new funding for magnet schools in urban areas, raising total support to $26 million.
- $1 million for an effort to guarantee jobs for high-school graduates through local compacts between businesses, students, and school districts.
- $1.5 million to provide education services to incarcerated youths.

One-Teacher Schools Disappearing

School year	L.E.A.'s	All schools	One-teacher schools	
			Number	Percent of all schools
1947-48	94,926	172,244	75,096*	43.6
1949-50	83,718	152,767	59,652	39.0
1951-52	71,094	147,509	50,742	34.4
1953-54	63,057	136,512	42,865	31.4
1955-56	54,859	130,473	34,964	26.8
1957-58	47,594	120,953	25,341	21.0
1959-60	40,520	117,637	20,213	17.2
1961-62	35,676	107,260	13,333	12.4
1963-64	31,705	104,015	9,895	9.5
1965-66	26,983	99,813	6,491	6.5
1967-68	22,010	97,890	4,161	4.3
1970-71	17,995	91,152	1,815	2.0
1973-74	16,730	90,976	1,365	1.5
1975-76	16,376	88,572	1,166	1.3
1976-77	16,271	88,022	1,111	1.3
1978-79	16,014	86,486	1,056	1.2
1980-81	15,912	85,431	921	1.1
1982-83	15,554	84,740	798	0.9

*U.S. Department of Education, National Center for Education Statistics, *Digest of Education Statistics, 1983-84*. Washington, D.C., U.S. Government Printing Office, 1984.

Note: Missing years represent data collected on a biennial cycle.

Source: Office of Educational Research and Improvement, U.S. Department of Education.

The one-teacher school has all but vanished, reports the U.S. Education Department. In the 1982-83 school year, they represented less than 1 percent of all public schools.

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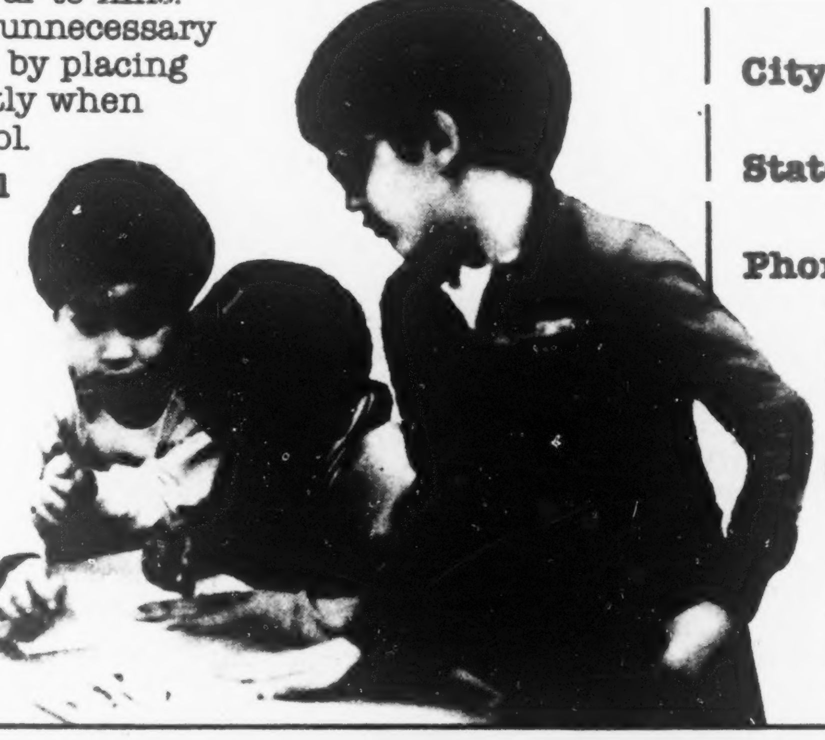

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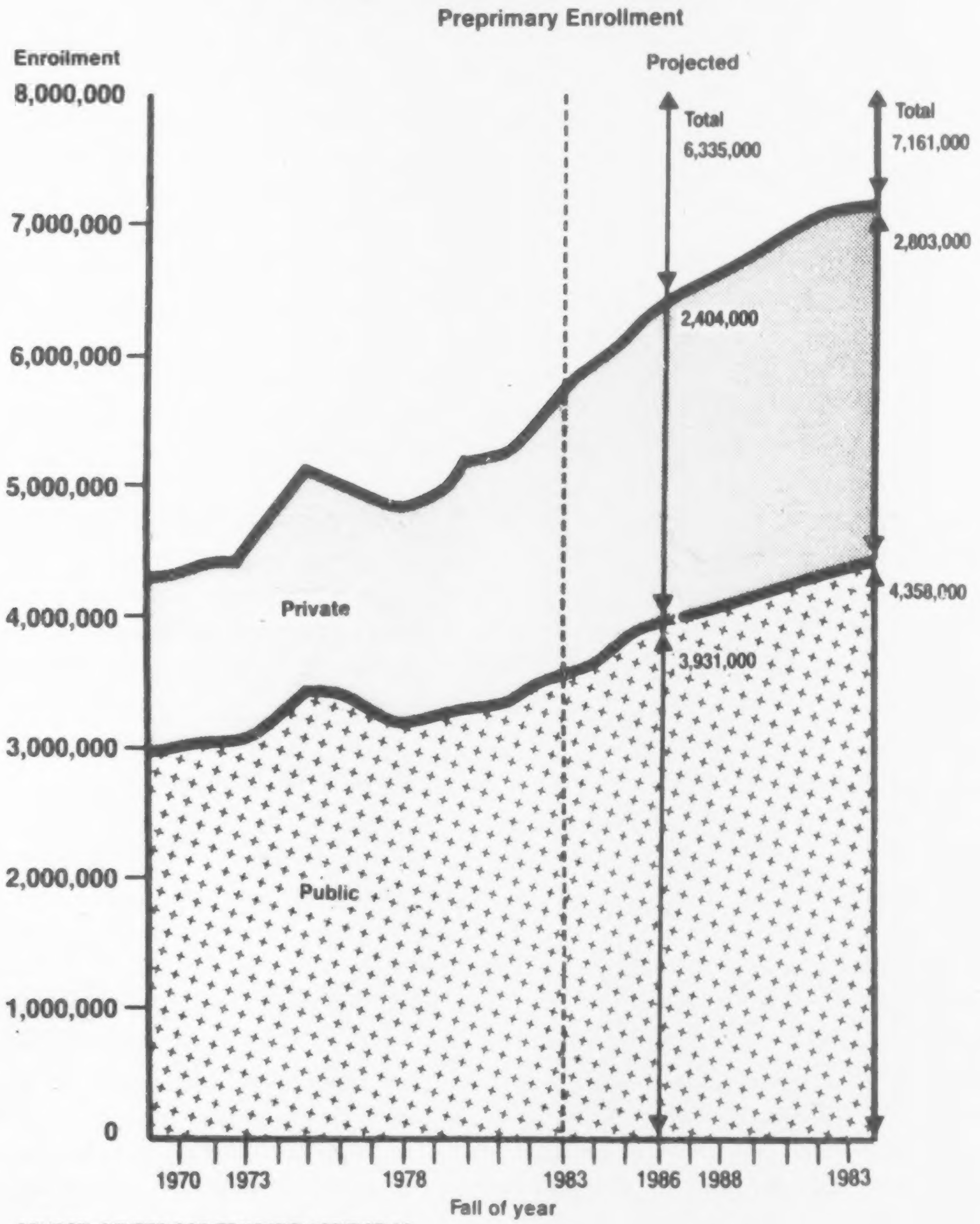
DATABANK

Growth Years Ahead

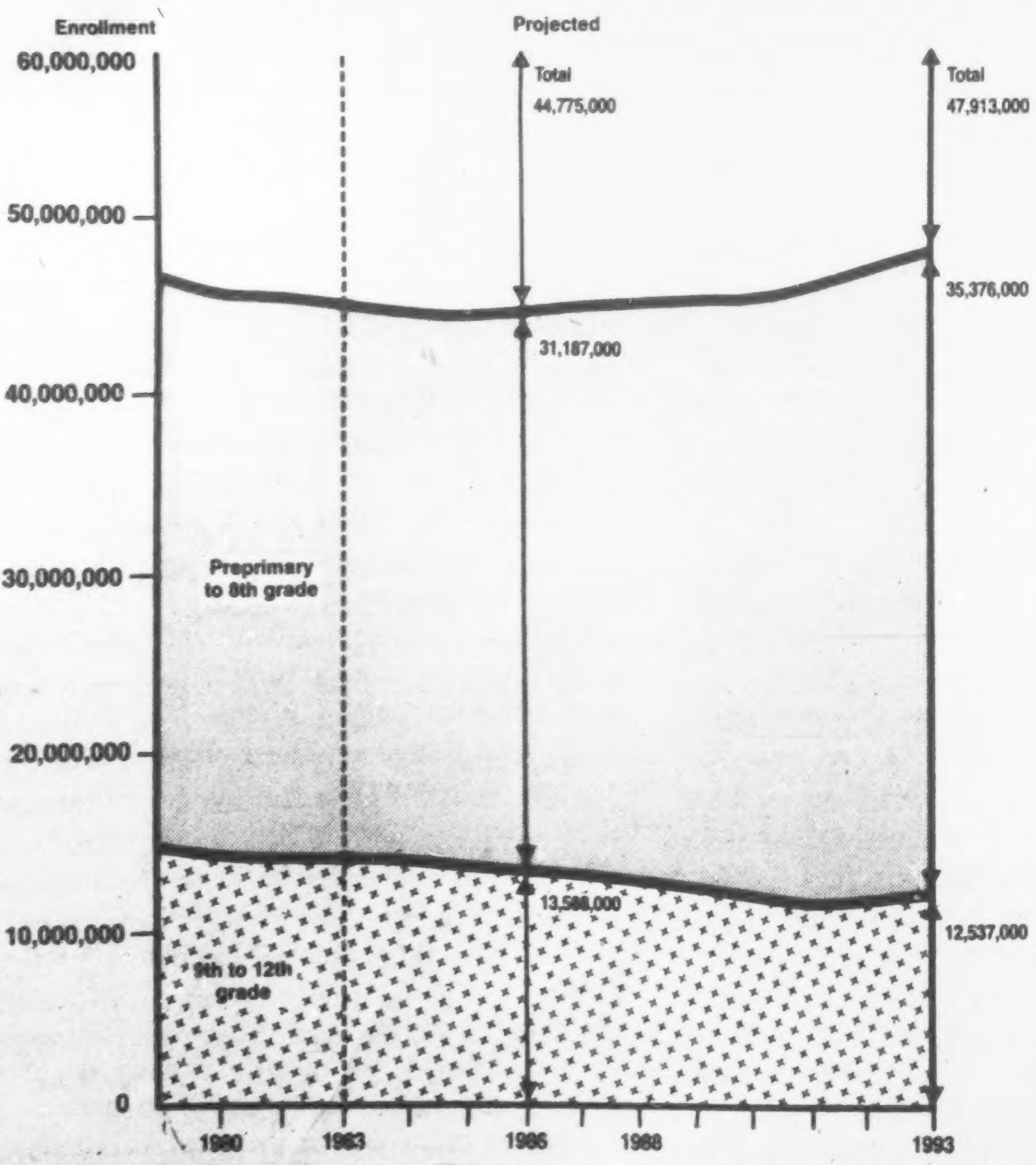
Elementary-school enrollments will begin to climb this year, reversing the declining rates recorded throughout the 1970's and early 1980's. And, because of population growth in both the 3-to-5-year-old and under-3 age groups, this rising trend will continue into the 1990's, producing a 14 percent increase over 1986 enrollments by 1993. Meanwhile, the gap between the supply of elementary-school teachers and classroom demands will grow. An estimated 250,000 additional instructors will be needed between 1986 and 1993.

Preprimary Enrollment Trends By Control of School



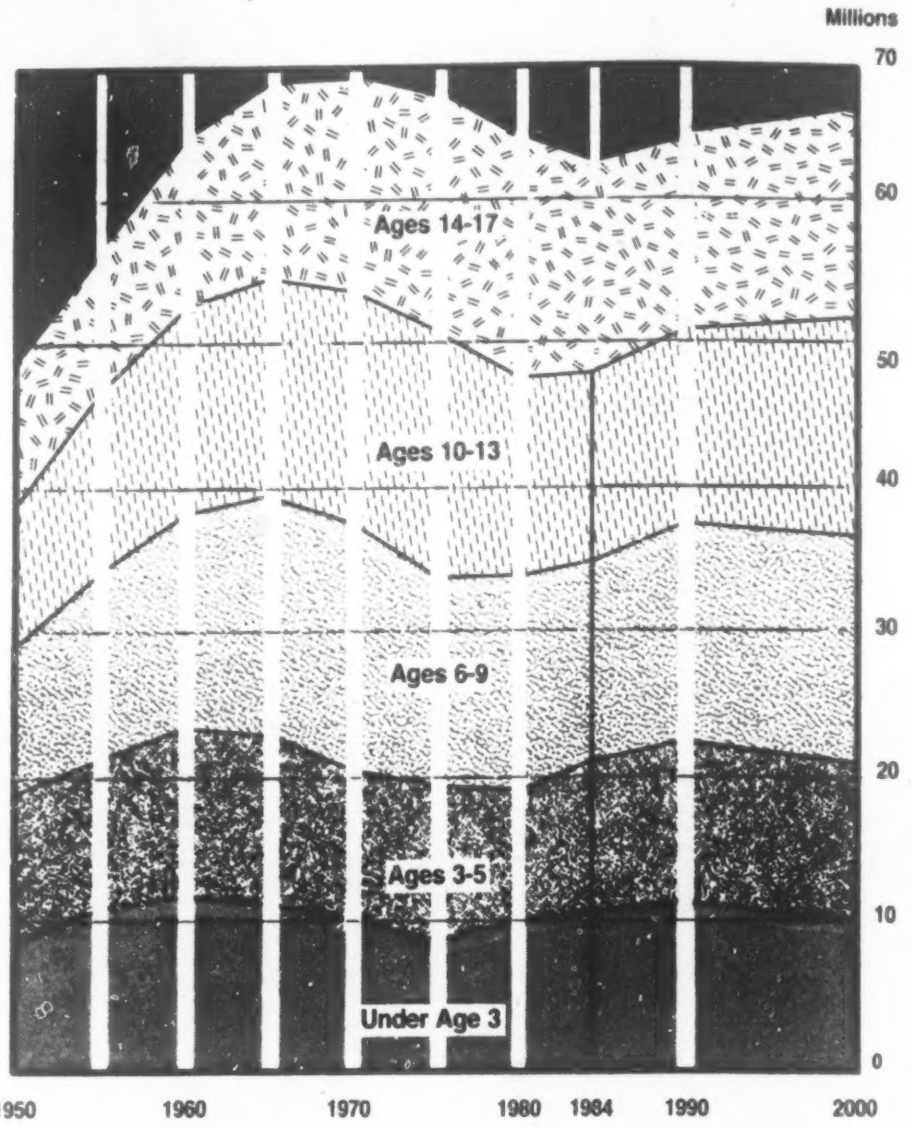
SOURCE: CENTER FOR EDUCATION STATISTICS

Enrollment Trends in Elementary/ Secondary Schools, by Grade Level



SOURCE: CENTER FOR EDUCATION STATISTICS

Number of Children Under Age 18 United States, 1950-84, Projected to 2000



SOURCE: STATISTICAL BULLETIN METROPOLITAN LIFE INSURANCE COMPANY.
FROM VARIOUS REPORTS OF THE BUREAU OF THE CENSUS

Supply-and-Demand Trends in the Teacher Workforce

(Numbers in Thousands)

Fall of Year	Total Teachers			Public School Teachers			Private School Teachers		
	Preprimary to 12th Grade	Elementary	Secondary	Preprimary to 12th Grade	Elementary	Secondary	Preprimary to 12th Grade	Elementary	Secondary
1980	2,463	**1,389**	1,074	2,162	**1,177**	985	301	**212**	89
1981	2,430	**1,376**	1,054	2,117	**1,155**	962	313[1]	**221**	92
1982	2,445	**1,401**	1,044	2,120	**1,170**	950	325[1]	**231**	94
1983[2]	2,462	**1,415**	1,047	2,215	**1,175**	950	337	**240**	97
					Projected				
1984	2,457	**1,414**	1,043	2,117	**1,171**	946	340	**243**	97
1985	2,467	**1,425**	1,042	2,124	**1,179**	945	343	**246**	97
1986	2,483	**1,448**	1,035	2,135	**1,198**	937	348	**250**	98
1987	2,505	**1,486**	1,019	2,151	**1,227**	924	354	**259**	95
1988	2,517	**1,521**	996	2,162	**1,258**	904	355	**263**	92
1989	2,543	**1,560**	983	2,179	**1,288**	891	364	**272**	92
1990	2,580	**1,603**	977	2,209	**1,321**	888	371	**282**	89
1991	2,630	**1,645**	985	2,253	**1,353**	900	377	**292**	85
1992	2,687	**1,681**	1,006	2,299	**1,379**	920	388	**302**	86
1993	2,737	**1,705**	1,032	2,336	**1,397**	939	401	**308**	93

[1] Estimated.
[2] Preliminary.
NOTE: Details may not add to totals because of rounding.
Source: U.S. Department of Education, National Center for Education Statistics, *Statistics of Public Elementary and Secondary Day Schools*, various years; "Private Elementary and Secondary Education, 1983: Enrollment, Teachers, and Schools," N.C.E.S. Bulletin 85-102b, December 1984; *Projections of Education Statistics to 1992-93*, 1985; and unpublished tabulations (December 1984).

(Numbers in Thousands)

Fall of Year	Total Estimated Teacher Demand	Estimated Demand for Additional Teachers					Estimated Supply of New Teacher Graduates[1]	New Supply as Percent of Demand for Additional Teachers
		Total	Public	Private	Elementary	Secondary		
1980	2,463	134	110	24	**76**	58	144	107.5
1981	2,430	115	85	30	**71**	44	141	122.6
1982	2,445	161	130	31	**107**	54	143	88.8
1983	2,462	164	132	32	**98**	66	146	89.0
					Projected			
1984	2,457	143	120	23	**84**	59	146	102.1
1985	2,467	158	134	24	**96**	62	146	92.4
1986	2,483	165	139	26	**109**	56	144	87.3
1987	2,505	171	144	27	**125**	46	142	83.0
1988	2,517	162	140	22	**124**	38	139	85.8
1989	2,543	177	146	31	**130**	47	139	78.5
1990	2,580	188	160	28	**136**	52	139	73.9
1991	2,630	204	176	28	**138**	66	138	67.6
1992	2,687	215	181	34	**135**	80	137	63.7
1993	2,737	211	175	36	**125**	86	133	63.0

[1] Estimates for 1980 and 1981 are from National Education Association, *Teacher Supply and Demand in Public Schools, 1981-82*, 1983. Other estimates developed by the National Center For Education Statistics.
Source: U.S. Department of Education, National Center for Education Statistics, *Projections of Education Statistics to 1992-93*, 1985, and unpublished tabulations (January 1985); and National Education Association, *Teacher Supply and Demand in Public Schools, 1981-82*, 1983, copyrighted.

R4800-2

'AN EMERGENCY'

A group of worried college presidents told the Congress last week that unless more funds are added to the Pell Grant program, as many as 300,000 students will lose their grants and another 600,000 will have their awards cut.

See Page 8.

AN OVERVIEW

The National Education Association's annual "Estimate of School Statistics" shows that education expenditures are up, enrollment has increased for the first time in a decade, and the average salary for teachers has climbed to $25,257.

See Page 4.

A CONTROVERSY

The Secretary of Education has denounced school-based health clinics that dispense birth-control aids and information as teaching the wrong "lessons" to young people; in St. Paul, efforts are underway to find funds to keep one such clinic open.

See Pages 6 and 8.

EDUCATION WEEK

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Preschool Pressure, Later Difficulties Linked in Study

By Anne Bridgman

A preschool program's ability to prevent later behavior problems may rest in part on its choice of curriculum, findings from a 15-year study released this week suggest.

The study, which traced the development from preschool to high school of 54 children from low-income families, found that, at age 15, those youths who had taken part in highly academic, teacher-controlled preschool programs reported twice as many instances of drug abuse and juvenile delinquency and up to five times as much involvement in property destruction and other violent acts as those who had attended programs stressing child-initiated activities.

It also found that the teen-agers who had attended child-directed preschool programs were more well adjusted generally, participating more in sports and other extracurricular activities and having better relations with their families.

The study was conducted by the High/Scope Educational Research Foundation of Ypsilanti, Mich., and appears in the première issue of the *Early Childhood Research Quarterly*, a journal published by Ablex Publishing Corporation.

Continued on Page 15

Military-Base Schools To Become Civilian Under New Proposal

By Tom Mirga

WASHINGTON—Defense Department officials have been known to proclaim that they administer the equivalent of the eighth-largest school district in the United States.

But if the Congressional committees that oversee Pentagon activities have their way, the military's standing as one of the nation's chief educators of children would be lessened considerably within the next four years.

In a move that attracted little attention at the time, the Congress directed the Defense Department late last year to begin laying the groundwork for an "orderly transfer" to local school districts of the elementary and high schools it operates on do-

Continued on Page 16

DAVID M. GROSSMAN

"Child-initiated" preschool activities are correlated with later satisfactory adjustment, while "teacher-directed" programs are linked with later behavioral problems, suggests a new High/Scope longitudinal study of a group of children.

Reaction to Holmes Report: Plaudits, Skepticism, and Muted 'Sour Grapes'

By Lynn Olson

A report proposing sweeping changes in teaching and teacher education, set forth by education deans from some of the nation's leading research universities, elicited both high praise and deep skepticism last week.

"It is one of the most important statements on teacher education to come out ever," said Hendrik Gideonse, dean of the college of education at the University of Cincinnati. "It identifies the major themes that simply must be addressed for those interested in improving teacher education."

But another education dean, who asked not to be identified, said he was "underwhelmed" by the report's "relatively shallow intellectual content" and the prevalence of "sweeping statements without any foundation in research."

The 95-page document, "Tomorrow's Teachers: A Report of the Holmes Group," was released at a press conference in Washington on April 7. *(See Education Week, April 9, 1986.)*

The Holmes Group, a loosely formed consortium of education deans, has asked 123 research universities, representing all of the 50 states, to indicate by July 1 whether they will join the group and commit themselves to its reform agenda.

Last week, during the annual meeting of the American Educational Research Association in San Francisco, Holmes Group representatives held regional meetings for deans from the invited institutions. Members of the steering committee subsequently met and decided to write a letter clarifying some organizational issues based on those meetings. *(See related story, page 12.)*

Education deans from many of those institutions have said that they are still undecided about membership, which carries a

Continued on Page 12

Immersion Method Is Faring Poorly In Bilingual Study

Early E.D. Data Seen Likely To Stir 'Flexibility' Debate

By James Crawford

English immersion, an instructional alternative that is popular among critics of bilingual education, has fared poorly in the U.S. Education Department's first large-scale evaluation of the method, according to early results.

In the first year of a four-year longitudinal study by S.R.A. Technologies Inc., limited-English-proficient students in bilingual programs consistently outperformed "immersion strategy" students in reading, language-arts, and mathematics tests conducted in both English and Spanish.

This "unexpected" pattern was the opposite of what S.R.A. had predicted, according to David Ramirez, an employee of the contractor who is directing the federally funded study.

In a Dec. 19, 1985, summary of the test scores for the study's advisory committee, however, Mr. Ramirez cautioned that the results are "tentative at best" and recommended that they be kept confidential to avoid "exacerbating an already volatile public debate." A copy of the memorandum was obtained by *Education Week*.

Indeed, the findings are seen as likely to affect the debate over the Reagan Administration's call for "flexibility" in serving the needs of LEP students. At the request of Secretary of Education William J. Bennett, the

Continued on Page 10

Elementary Gains Seen in Testing Review

By Lynn Olson

Achievement in the elementary grades is by some measures at its highest level in three decades, according to a report on testing trends released this week by the Congressional Budget Office.

The report, *Trends in Educational Achievement*, states that the decline in test scores among students in the upper elementary grades actually ended as early as the mid-1970's, despite a "widespread misconception" that test scores stopped declining only a few years ago.

This trend in student performance in the early grades gained "relatively little attention," the report notes, "[p]erhaps because of the greater notice accorded to tests at the senior-high-school level."

The report is not particularly sanguine, however, about the overall level of student achievement. The report includes data showing that American students still fare poorly on international comparisons, and that many American students are not performing well even on fairly easy questions.

And although the test scores of high-school students have also improved, the C.B.O. analysis points out, scores on such examinations as the Scholastic Aptitude Test remain relatively close to their low points of

Continued on Page 9

IN SUMMARY

Preparing a Blueprint for Teaching
The Carnegie Task Force on Teaching as a Profession is considering recommendations to establish a national certification board and pay highly trained teachers as much as $65,000 a year. **Story on Page 5.**

To the Rescue
St. Paul's pioneering school health-clinic program is imperiled by a budget deficit, and a citizens' task force is trying to raise funds from the private sector to keep it operating. **Story on Page 6.**

Scotching the Stereotype
Contrary to the popular belief that teen-age mothers spend their lives on welfare, most in a new study eventually found jobs, but their children developed behavioral problems. **Story on Page 6.**

Sounding the Alarm
College presidents traveled to Washington to warn the Congress that 300,000 students will be eliminated from the Pell Grant program unless a supplemental appropriation is approved. **Story on Page 8.**

Tax Reform (Cont.)
The Senate Finance Committee has rejected a House-passed tax increase on pension benefits that would have affected 19 million teachers, administrators, and other public employees. **Story on Page 8.**

Special-Education Funding
Senator Lowell P. Weicker Jr. has charged that the Reagan Administration, despite previous assurances, has proposed what amounts to a reduction in special-education funds. **Story on Page 9.**

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THE WEEK

FEDERAL

House Passes Bill To Rename Program After McAuliffe

The House of Representatives has unanimously voted to rename the National Talented Teachers Fellowship Program after Christa McAuliffe, the New Hampshire social-studies teacher who perished aboard the space-shuttle Challenger.

The Senate is expected to vote on the name change next month.

The fellowship program, which was signed into law by President Reagan in 1984 but has never been funded, was intended to provide a select number of outstanding teachers with one-year paid sabbaticals to further their professional development or conduct research in education-related fields.

Speaking in favor of the measure before its passage, Representative William D. Ford, Democrat of Michigan, said that renaming the program the "Christa McAuliffe Talented Teacher Fellowship Program," would "pay tribute" to Ms. McAulife, and "by extension, all teachers everywhere."

Mr. Ford also urged the Appropriations committees in both the House and Senate to give "serious consideration" to the program's "modest" $2-million authorized appropriation for fiscal 1987, so that the program "can be implemented nationwide."

STATES

New Teachers Find Virginia Evaluation A Tough Hurdle

Nearly half of Virginia's beginning teachers, evaluated on their classroom teaching skills earlier this year, failed a new "performance assessment" and will lose their jobs if they do not pass next year, state education officials say.

Since July 1, 1985, beginning teachers in Virginia have received a provisional, nonrenewable certificate good for two years, during which they must demonstrate competence in 14 instructional areas to receive a renewable credential.

Forty-five percent of the 668 teachers working under the provisional certificate this year failed the evaluation, according to William L. Helton, adminstrative director of the state department of education's personnel and professional development office. He noted that teachers must demonstrate competence in 10 of the 14 areas to pass the evaluation.

Those who failed will be given two more chances to pass next year, Mr. Helton said. "If, after the three attempts, they cannot demonstrate the competencies, they will not be able to teach in the public schools of Virginia," he said.

Beginning next July, prospective teachers in the state will not be eligible for the provisional certificate until they pass the communications, general-knowledge, professional-knowledge, and subject-matter tests of the National Teacher Examinations.

Day-Care Lawsuit Fights Exemption Of Religious Centers

A Florida day-care center has sued the state's department of health and rehabilitative services, claiming that the laws governing day care unfairly exempt church-run centers from regulation.

"We have nothing against churches taking care of children," said Margie Forte, owner of the Babes and Dolls center of Jacksonville. "But we want it to be fair and equal. It isn't now."

Ms. Forte said that personnel of all centers must submit to background checks, but that centers run by religious institutions are not required to follow other state-mandated standards. For example, she said, state laws limit the number of children per employee, and require someone over 21 to be present at all times.

Ms. Forte added that she had no evidence that church-affiliated centers were violating the regulations, but she said the cost of compliance made it difficult for her center to compete with them in terms of per-child fees.

A lawyer for the state said the law's distinction between religious-based centers and other centers is protected by the U.S. Constitution—a view that federal courts have upheld, she added.

Pennsylvania Schools 'Pleasant,' 'Secure,' Teachers Report

Pennsylvania teachers say the schools in which they work are "safe and secure" and "pleasant," according to a survey conducted last spring by the state department of education.

However, roughly 3 out of 10 of the 20,000 teachers responding to the survey said they do not always have the materials and supplies they need to teach.

More than 80 percent of the participants in the survey, conducted as part of the state's annual "educational quality assessment" program, said the school where they work is "always or almost always" a safe and secure place. About 7 out of 10 teachers reported that their school's physical environment is pleasant and the upkeep adequate.

In general, elementary teachers expressed greater satisfaction than their high-school counterparts in the areas surveyed. The greatest difference between the two groups of teachers concerned their enthusiasm for their work.

More than 80 percent of the elementary teachers surveyed, but only 67 percent of the high-school teachers, said they looked forward to coming to work each day.

DISTRICTS

Philadelphia Schools Need $149 Million Over Next 3 Years

The Philadelphia Board of Education has informed the city council that the school system will need roughly $149 million in additional revenue to balance its budget over the next three years, according to Irvin R. Davis, the school district's managing director for financial administration.

The additional revenue is needed, Mr. Davis said, to pay for a new teacher contract that will raise salaries 16 percent over the next three years, and for anticipated pay raises for other school employees.

While the board approves its own budget, it does not have the authority to tax for needed revenues. That authority rests with the city council.

The board has told the city council that the funds could be raised through a 9.1 percent, or 6.8-mill, increase in city property taxes effective next January. One mill equals $1 per every $1,000 of assessed property valuation.

Paul Hanson, a school-district spokesman, said that if the council chooses not to raise property taxes now, an even bigger tax increase may be necessary in the future, "providing the council doesn't want the school district to go broke."

District Closed In Mississippi Following Boycott

The Indianola, Miss., school board voted last week to close the city's schools indefinitely following a decision by members of the city's black community to boycott schools and white businesses to protest the selection of a white superintendent.

The school boycott began on March 26 and involves about 2,300

Education-Spending Rate Slows; Salary Gains Made, N.E.A. Finds

By J.R. Sirkin

WASHINGTON—Americans raised their spending for K-12 public education by an estimated $9.1 billion in 1985-86, pushing the average salary for classroom teachers to $25,257, according to a report to be issued this week by the nation's largest teachers' union.

Despite inflation and regional variations, the report, "Estimates of School Statistics, 1985-86," indicates slow but continued growth in public-school resources.

Due in part, however, to the first enrollment increase in more than a decade, the rate of growth in expenditures per pupil fell this year to its lowest level in 10 years—6.8 percent, for an increase of $235 per pupil, the report states.

Likewise, the rate of growth in school revenues, which had accelerated in the previous two years, declined from 8.4 percent a year ago to 7.1 percent in the current school year, according to the report.

"It is fair to question the future of many state-level education reforms in light of these revenue estimates, and to emphasize the need to examine local, state, and national revenue systems so that public-education improvements can be implemented fully and evaluated fairly," the report states.

Report Highlights

The National Education Association, which prepares the annual report based on data provided by state education agencies, was scheduled to release it at a press conference here this week.

The report is generally considered the most reliable source of information on state education systems and their finances. Among this year's highlights:

- Enrollments increased nationwide by an estimated 109,000 students, to 39,468,269. Although secondary-school enrollments declined by an estimated 159,000, that decline was more than offset by an increase of 269,000 pupils in the elementary grades. Enrollments rose in 36 of 51 states, including the District of Columbia, although they fell in New England, the mid-Atlantic states, and the Great Lakes states. California and Texas each had increases of about 90,000 students.
- The number of classroom teachers increased by an estimated 13,670, raising the nation's public-school teaching force to 2,177,851. A decrease in the number of secondary-school teachers was more than offset by a bigger increase in teachers at the elementary level.
- Schools spent an average of $3,677 per pupil in 1985-86, although that figure varies widely within and among states. Alaska spent the most—$8,044 per pupil—while Utah spent the least—$2,297.
- Average salaries for classroom teachers rose by 7.3 percent, or $1,723. Average salaries for teachers in the highest-paying state—Alaska—topped $40,000, while teachers in South Dakota averaged the least—$18,095.
- Total expenditures for elementary and secondary day schools nationwide increased by 7.2 percent, from $125,524,891 to $134,604,869. Capital outlays exceeded an estimated $8 million, but the rate of growth fell from 15.6 percent to 7.1 percent. Interest on school debt rose by 8.9 percent, to $2.65 million.
- Revenues also increased by 7.2 percent, from $139,634,698 to $149,687,997, but the federal share fell for the seventh consecutive year, from 6.6 percent to an estimated 6.4 percent.

The state share rose for the fourth straight year, to an estimated 50.1 percent, while the local share fell from 43.7 percent to an estimated 43.5 percent.

Per-Pupil Expenditures

The report's state-by-state data reveal significant spending hikes in three regions of the country—the mid-Atlantic, the Southeast, and the Far West, with more moderate gains in other regions.

It also indicates that the Southeastern states—which sparked the excellence movement—are closing the spending gap with the Southwest and Rocky Mountain states, but continue to lag behind New England and the mid-Atlantic states.

Even reform-minded states like Tennessee and Arkansas continue to trail all but four states in per-pupil spending, and two of those states—Alabama and Mississippi—are from the same region. Idaho and Utah were the two other states spending the least per pupil.

After Alaska, the highest-spending states were: New York, New Jersey, Wyoming, the District of Columbia, and Connecticut. The states that increased spending the most were: Wyoming, New Jersey, Montana, North Carolina, Delaware, Connecticut, New York, Rhode Island, and Georgia.

In percentage terms, salaries for classroom teachers increased most in the mid-Atlantic and Southwest states, sparked by big jumps in New Jersey and Oklahoma, respectively. Arkansas and Nevada also reported big percentage increases.

In absolute terms, the mid-Atlantic and Far West states led the way. New Jersey salaries increased the most—by some $3,400—while salaries in Nevada jumped by $3,100. In California and Mississippi, average salaries rose by about $2,500.

The highest-paying states were: Alaska, the District of Columbia, New York, Michigan, California, Rhode Island, New Jersey, and Wyoming. The lowest-paying states were: South Dakota, Mississippi, Arkansas, and Maine.

Mississippi, which has traditionally trailed all other states in this category, moved up only one notch, to 50th, despite raising teachers' salaries by a reported 15.8 percent—the largest percentage increase in the nation.

REGION AND STATE	TOTAL SCHOOL DISTRICTS	1985-86 FALL ENROLLMENT ELEMENTARY	1985-86 FALL ENROLLMENT SECONDARY	NUMBER OF PUBLIC HIGH SCHOOOL GRADUATES—1985-86	TOTAL CLASSROOM TEACHERS—1985-86	EST. EXPENDITURES PUBLIC SCHOOLS 1985-86	TOTAL EXPENDITURES PER PUPIL IN ADA—1985-86	ANNUAL AVG. TEACHER SALARIES CURRENT DOLLARS—1985-86	EST. REVENUES BY PERCENT BY SOURCE		
						AMOUNT (IN THOUSANDS)			FEDERAL	STATE	LOCAL AND OTHER
50 STATES AND D.C.	15,746	24,013,897	15,454,372	2,401,992	2,177,851	$134,604,869	$3,677	$25,257	6.4	50.1	43.5
NEW ENGLAND	1,377	1,224,737	680,396	132,924	128,024	7,364,930	4,215	24,920	5.3	40.5	54.2
CONNECTICUT	176	313,559	158,868	33,100	33,125	2,156,977	4,888	26,610	4.9	40.5	54.5
MAINE	282	142,790	64,037	13,300	12,887	647,100	3,346	19,583	7.7	51.1	41.2
MASSACHUSETTS ...	436	553,655	287,600	60,420	56,390	3,245,100	4,255	25,849	5.3	44.0	50.7
NEW HAMPSHIRE ...	169	96,213	64,761	11,074	10,497	453,810	3,114	20,148	3.8	5.0	91.2
RHODE ISLAND	40	70,020	63,430	9,430	8,755	566,943	4,669	29,470	4.1	41.9	54.0
VERMONT	274	48,500	41,700	5,600	6,370	295,000	3,554	20,325	6.2	35.6	58.2
MIDEAST...........	1,892	3,320,534	2,929,163	422,559	393,575	28,640,467	5,067	28,431	4.5	43.9	51.7
DELAWARE	19	48,814	44,087	5,806	5,745	385,000	4,517	24,625	7.7	68.7	23.5
DIST. OF COLUMBIA	1	50,030	37,062	3,900	5,265	380,837	5,020	33,990	6.7	...	93.3
MARYLAND	24	346,542	325,018	45,705	38,255	2,662,900	4,349	27,186	5.8	40.4	53.8
NEW JERSEY	616	715,358	400,836	81,948	73,810	5,721,800	5,544	28,216	4.7	44.7	50.6
NEW YORK	731	1,327,600	1,280,900	161,800	169,700	12,999,930	5,616	30,200	3.6	43.9	52.5
PENNSYLVANIA	501	832,190	841,260	123,400	100,800	6,490,000	4,235	26,009	5.0	45.3	49.7
SOUTHEAST	1,694	5,940,055	3,600,751	533,306	518,773	26,833,152	3,034	21,739	9.1	56.0	34.9
ALABAMA	130	396,803	333,657	39,186	36,913	1,722,800	2,508	22,934	11.6	73.4	15.0
ARKANSAS	341	234,287	199,123	25,740	23,699	1,051,588	2,642	19,538	10.3	61.3	28.3
FLORIDA	67	823,016	736,413	81,426	88,973	5,391,261	3,731	22,296	8.0	53.4	38.6
GEORGIA	187	656,800	407,800	56,249	57,370	2,960,193	2,980	22,080	8.1	55.8	36.1
KENTUCKY	180	429,391	214,512	38,100	33,600	1,650,700	2,853	20,940	10.4	68.6	21.0
LOUISIANA	66	584,600	220,000	38,500	42,900	2,207,100	3,046	20,460	10.9	53.2	35.9
MISSISSIPPI	154	265,271	199,009	25,538	25,000	996,994	2,305	18,443	17.0	57.2	25.8
NORTH CAROLINA ..	141	752,899	339,994	65,634	55,919	3,416,000	3,366	22,476	7.9	64.2	27.9
SOUTH CAROLINA ..	92	423,860	181,930	34,500	33,600	1,654,500	2,912	21,428	9.0	58.9	32.1
TENNESSEE	142	574,692	240,722	43,197	40,303	1,937,486	2,533	21,800	9.7	50.0	40.3
VIRGINIA	139	588,656	379,448	63,100	57,849	2,902,660	3,210	23,382	6.4	36.1	57.5
WEST VIRGINIA ...	55	209,780	148,143	22,136	22,647	941,870	2,821	20,625	9.8	63.8	26.5
GREAT LAKES	2,926	4,421,020	2,563,193	466,576	372,952	22,973,301	3,611	26,681	5.2	42.9	51.9
ILLINOIS	1,001	1,243,575	533,181	115,325	100,051	5,629,101	3,621	27,190	7.3	39.2	53.5
INDIANA	306	505,845	460,212	62,260	50,001	2,670,360	2,973	24,333	3.7	58.2	38.1
MICHIGAN	571	1,124,000	556,000	110,140	78,970	5,844,140	3,789	30,168	4.7	36.6	58.7
OHIO	616	1,094,600	698,800	120,000	98,230	5,900,000	3,547	24,500	5.0	46.3	48.7
WISCONSIN	432	453,000	315,000	58,851	45,700	2,929,700	4,168	26,800	4.0	39.8	56.2
PLAINS	3,179	1,747,464	1,147,492	197,651	179,756	9,378,903	3,504	22,818	5.6	43.7	50.7
IOWA	436	264,113	221,330	37,667	30,897	1,626,801	3,568	21,690	5.8	40.7	53.5
KANSAS	304	260,362	149,867	25,206	26,660	1,438,653	3,914	22,768	4.6	44.6	50.8
MINNESOTA	434	357,564	338,949	52,150	40,530	2,541,700	3,864	26,970	4.2	54.4	41.3
MISSOURI	545	544,197	250,910	49,200	48,090	2,255,572	3,155	21,884	6.6	38.9	54.5
NEBRASKA	955	150,898	114,921	17,620	17,574	824,250	3,285	20,939	5.1	28.1	66.8
NORTH DAKOTA	311	83,102	34,868	7,708	7,852	343,000	3,059	20,816	8.1	53.5	38.4
SOUTH DAKOTA	194	87,228	36,647	8,100	8,153	348,927	2,967	18,095	11.1	27.8	61.1
SOUTHWEST	2,042	2,667,336	1,939,130	236,641	250,724	13,886,722	3,252	23,912	7.8	50.5	41.7
ARIZONA	225	420,600	175,600	28,700	25,200	1,394,867	2,829	24,680	10.0	53.3	36.7
NEW MEXICO	88	147,609	117,277	15,263	14,724	849,000	3,374	22,526	12.8	75.4	11.9
OKLAHOMA	637	326,000	270,000	34,000	35,300	1,600,000	2,867	21,419	5.1	64.1	30.8
TEXAS	1,092	1,773,127	1,376,253	158,678	175,500	10,042,855	3,384	24,419	7.4	46.0	46.6
ROCKY MOUNTAINS ...	931	859,143	563,080	78,888	73,143	4,379,567	3,311	24,124	5.0	45.1	49.9
COLORADO	177	329,347	221,295	31,600	28,818	1,901,046	3,740	25,900	5.1	36.0	58.9
IDAHO	116	120,215	91,210	12,000	10,256	480,000	2,390	20,969	6.3	65.6	28.2
MONTANA	549	108,121	45,951	9,698	10,099	600,000	4,337	22,492	6.4	51.7	41.9
UTAH	40	242,791	160,514	19,890	16,675	870,407	2,297	22,341	5.3	55.6	39.1
WYOMING	49	58,669	44,110	5,700	7,295	528,114	5,479	27,876	2.3	37.4	60.3
FAR WEST	1,705	3,833,608	2,031,167	333,447	260,904	21,147,827	3,693	28,881	7.0	66.4	26.6
ALASKA...........	55	61,453	45,999	5,080	6,213	722,567	8,044	41,480	3.3	74.6	22.1
CALIFORNIA	1,028	2,920,125	1,322,115	239,270	177,230	15,131,830	3,573	29,750	7.7	68.7	23.7
HAWAII...........	1	89,920	73,979	9,710	8,362	568,400	3,766	25,845	9.3	90.6	.2
NEVADA	17	83,200	71,800	9,046	7,751	440,488	3,142	25,620	3.9	34.1	62.0
OREGON	306	283,389	164,133	26,931	25,205	1,704,800	4,123	25,788	4.8	27.9	67.3
WASHINGTON	298	395,521	353,141	43,410	36,143	2,579,742	3,705	26,015	5.7	75.6	18.7

SOURCE: NATIONAL EDUCATION ASSOCIATION

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A POPULATION IN MOTION

The major demographic forces that are reshaping American society will present awesome challenges to political, economic, and social institutions—particularly the schools. For an *Education Week* special report:

See Page 13.

EDUCATION WEEK

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Legal Logjam on Asbestos Issue Is Broken by Court

By James Crawford

Breaking a procedural logjam in asbestos litigation, a federal appeals panel has given school districts the choice of suing producers on their own or joining a nationwide class action to recoup the costs of controlling the asbestos hazard.

The "landmark decision" now clears the way for trials—or out-of-court settlements—involving school property-damage claims against the asbestos industry, according to Daniel Berger, a plaintiffs' attorney.

On May 2, the three-judge panel of the U.S. Court of Appeals for the Third Circuit unanimously upheld districts' standing as a nationwide class. At the same time, it made the class "voluntary," removing all limitations on independent actions to recover both actual and punitive damages.

These issues had stalled proceedings in a federal class action filed three years ago in Philadelphia against 54 asbestos producers, and had complicated school suits elsewhere as well.

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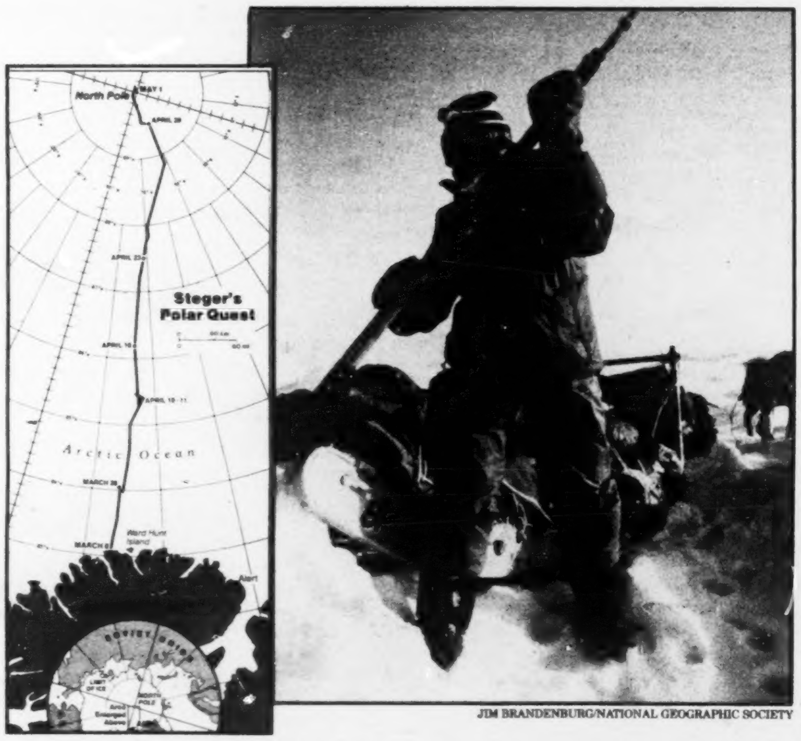

JIM BRANDENBURG/NATIONAL GEOGRAPHIC SOCIETY

***FREEZING:** Ann Bancroft, a teacher from Minneapolis, recently became the first woman to traverse the Arctic to reach the North Pole. See story, page 4.*

Education Groups Respond Warily to Senate's Tax Plan

Hit Panel's Call For End To Sales-Tax Deduction

By James Hertling

WASHINGTON—Education groups reacted cautiously last week to the Senate Finance Committee's bipartisan proposal to radically revise the federal tax code.

"We're in that assessment period right now," said Michael A. Resnick, associate executive director of the National School Boards Association. "There's one month to figure out where the problems might be and what the adjustments might be" before the full Senate considers the measure.

Representatives of education groups did sharply criticize the bill's elimination of deductibility for state and local sales taxes, and they said they would promote an amendment on the Senate floor to restore the deduction.

They also expressed concern about provisions relating to pensions, charitable contributions, and municipal bonds.

The Republican-controlled Finance Committee unanimously cleared the bill with surprising dispatch, leaving lobbyists un-

Continued on Page 38

Supreme Court To Decide Louisiana Creation-Science Case

By Alina Tugend

WASHINGTON—The U.S. Supreme Court agreed last week to consider the constitutionality of a Louisiana law that requires public schools to teach "creation science" along with the theory of evolution.

In asking the Court to overturn an appellate ruling that the law unconstitutionally mandates the teaching of a "religious belief," the state argued that "creation science is nonreligious, and in fact, is as nonreligious as evolution."

The primary purpose of the 1981 statute is to advance "academic freedom to hear additional scientific evidence," the state maintained in documents filed with the Court.

A federal district-court ruling in the case, *Edwards* v. *Aguillard* (Case No. 85-1513), in January 1985 held that there was no legitimate secular reason for the "Balanced Treatment for Creation Science and Evolution Science Act," under which Louisiana schools must provide comparable coverage of creation science if evolution is taught.

A three-judge panel of the U.S. Court of Appeals for the Fifth Circuit upheld the district-court ruling. Last December, the full court declined, in an 8-to-7 vote, to rehear the case.

The High Court has scheduled oral arguments in the case for next fall.

In its decision, the appeals-court panel wrote that "we must recognize that the theory of creation is a religious belief. We cannot divorce ourselves from the historical fact that the controversy between the proponents of evolution and creationism has religious overtones."

The panel also concluded that although the authors of the statute argued that its purpose was to promote academic freedom, "the compulsion inherent in the Balanced Treatment Act is, on its face, inconsistent with the idea of academic freedom as it is universally understood."

Continued on Page 39

Independent-School Enrollments Slip

By Blake Rodman

Average enrollment in the nation's independent schools dropped this year, according to the National Association of Independent Schools.

It was the first recorded decline since the association began to keep complete enrollment data on member institutions more than a decade ago.

While N.A.I.S. officials said it is too early to tell whether enrollments will continue to fall, findings contained in a new report by another organization indicate that the number of students seeking to enter independent high schools is shrinking.

The report, published by the Secondary School Admission Test Board, a national organization that sponsors admissions testing for roughly 600 independent secondary schools, attributes the decline largely to demographic trends.

Demographic projections indicate that

Continued on Page 39

In Texas, 96.7 Percent Pass Educators' Test

By Blake Rodman

Nearly 97 percent of Texas teachers and school administrators passed a controversial literacy test that state lawmakers had mandated as a condition for continued professional certification, the state education agency reported last week.

The exam—known as the Texas Examination of Current Administrators and Teachers, or TECAT for short—tested educators' basic reading and writing skills.

Of the 202,084 educators who took the test, only 6,579—or 3.3 percent—failed, considerably fewer than the 10,000 teachers State Commissioner of Education William Kirby had estimated would fail based on field testing.

Black teachers, however, failed the test at a rate 17 percentage points above the failure rate for whites and 12 percentage points above the failure rate for Hispanics.

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IN SUMMARY

Strong Principals, Big Gains
Confirming earlier effective-schools research, a major study of Seattle pupils has found significant achievement gains for youngsters whose school principals are strong instructional leaders. **Story on Page 5.**

'Team' Teaching Teachers
Proposals for a new kind of graduate program in teaching—to be developed by "institutional teams" representing various fields—are under study by a consortium of college deans. **Story on Page 7.**

Pass To Play in California
The state would become the third to adopt "no-pass, no-play" rules for high-school students, if a bill passed overwhelmingly by the lower house of the legislature becomes law. **Story on page 8.**

'Premed' Magnet School
Los Angeles students could attend a magnet school to prepare for studies in medicine and other health-care fields under a plan expected to be approved by the district's school board. **Story on Page 9.**

Rising Premiums, Rising Profits
As school districts and education groups adopt strategies to cope with the liability-insurance crunch, a federal auditor has sharply disputed the insurance industry's claims about the crisis. **Story on Page 10.**

A Test for Teacher Tests
The issues surrounding the impact of certification tests on black teachers are being debated in a federal trial over Alabama's tests that opened last week. **Story on Page 10.**

Nearing a Compromise
A House-Senate compromise that would break the impasse on legislation giving parents the right to collect legal fees in special-education suits appears to be imminent. **Story on page 11.**

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THE WEEK

NATIONAL

NCATE Policy Board Gives Final Approval To New Constitution

The coordinating board of the National Council for Accreditation of Teacher Education, which accredits many of the nation's teacher-education programs, has approved a new constitution that in part will streamline how it is governed and give education policymakers a greater say in its affairs.

The new constitution is part of a plan to redesign NCATE and its work. That redesign will change the standards and procedures for accrediting teacher-education programs. *(See Education Week, June 19, 1985.)*

NCATE's 25-member council—which under the current system votes on accreditation decisions—initiated the change last June. The group's 25-member coordinating board, which controls the organization's policies and constitution, then proceeded to draw up a new constitution that will collapse both the council and the coordinating board into a single national council made up of 17 members.

Three sets of constituents—teachers, teacher educators, and subject-area groups—currently have an equal share in the governance of NCATE. Under the redesigned constitution, a fourth constituent—education "policy" groups—will be added to that list, said Richard Kunkel, NCATE's executive director.

Among the policy groups to be represented on the new council are the Council of Chief State School Officers, the National Association of State Boards of Education, and the National School Boards Association.

The new constitution becomes effective July 1, Mr. Kunkel said.

STATES

Half of Louisiana's School Aid Fails To Reach Classrooms

Only about half of the $2.1 billion Louisiana spent on public education last year reached the classroom, according to a report released this month by the Louisiana Association of Business and Industry.

The study was based on the 1984-85 financial and statistical reports submitted by local school systems to the state department of education.

It found that districts spent more than $1 billion in state funds on administration, school meals, transportation, and other costs not directly related to instruction.

They spent about 52 percent of the money on teachers' salaries, instructional materials, and other classroom needs.

The study also compared costs in 15 schools judged to be of "high quality" with those for other schools within the same system. It found that 10 of the exemplary schools spent less money than the average school in their community.

The association recommended that Louisiana schools spend more money on instructional services and that the state change its funding formula to allocate funds on a per-pupil basis and give districts more flexibility.

In return, districts should have better cost-reporting systems and should produce indicators of school quality, such as test scores, dropout rates, and daily attendance, according to the report.

Jackie Ducote, vice president for programs and research for the association, said the study was conducted following pressure to increase public-school funding in the state. More money may be needed for education, she said, but "we need to start by spending what we have differently."

State Inspecting Schools, Play Areas For Lead Toxicity

Minnesota officials have begun collecting soil samples from playgrounds at day-care centers, schools, and community parks to determine if children playing there risk lead poisoning.

Between 500 and 700 sites—including every major metropolitan day-care center—will be tested this year, according to Dale Trippler, a project leader for the Minnesota Pollution Control Agency's lead program.

Last year, the statewide Lead Coalition, a citizens' organization, successfully urged state legislators to implement a testing program to determine if children were being exposed to high lead levels, which have been linked to learning disorders and other ailments.

Children under 6 are most at risk for lead poisoning, both because of their play habits and because they are physically more susceptible, according to Mr. Trippler.

The pollution-control agency is scheduled to report to the legislature by next Jan. 1 on the extent of the problem and what, if anything, should be done, he said.

School-Bus Safety Placed on Agenda In New York

A joint legislative commission in New York has issued a report recommending that seat belts be installed in all new school buses, and the state Senate's transportation committee is scheduled to vote this week on a measure that would mandate their use.

The Legislative Commission on Critical Transportation surveyed several safety studies and concluded that "seat belts do offer protection and should be mandatory" on school buses, according to James Moriarty, spokesman for Senator Norman Levy, who is chairman of both the commission and the committee.

Outfitting new buses with seat belts could cost between $1,100 and $1,500 each, he said, but school districts can apply to the state to recover up to 90 percent of the cost.

The commission also recommended that extra padding be added to the backs of school-bus seats, at a cost of $300 per bus, and that students not be permitted to stand while a bus is in motion. The transportation committee will also consider bills addressing those recommendations, Mr. Moriarty said.

DISTRICTS

Principal Gets Death Sentence In Teacher Killing

The former principal of Upper Merion High School in Montgomery County, Pa., has been sentenced to death for the 1979 murder of a teacher at the school and her two young children. The sentence, announced on April 30, will automatically be reviewed by the Pennsylvania Supreme Court.

Jay C. Smith, who has a doctorate in education, was convicted of the slayings along with William S. Bradfield Jr., another teacher, who was romantically involved with the teacher, Susan Reinert. The motive for the murders was a $730,000 life-insurance benefit to Mr. Bradfield, prosecutors argued.

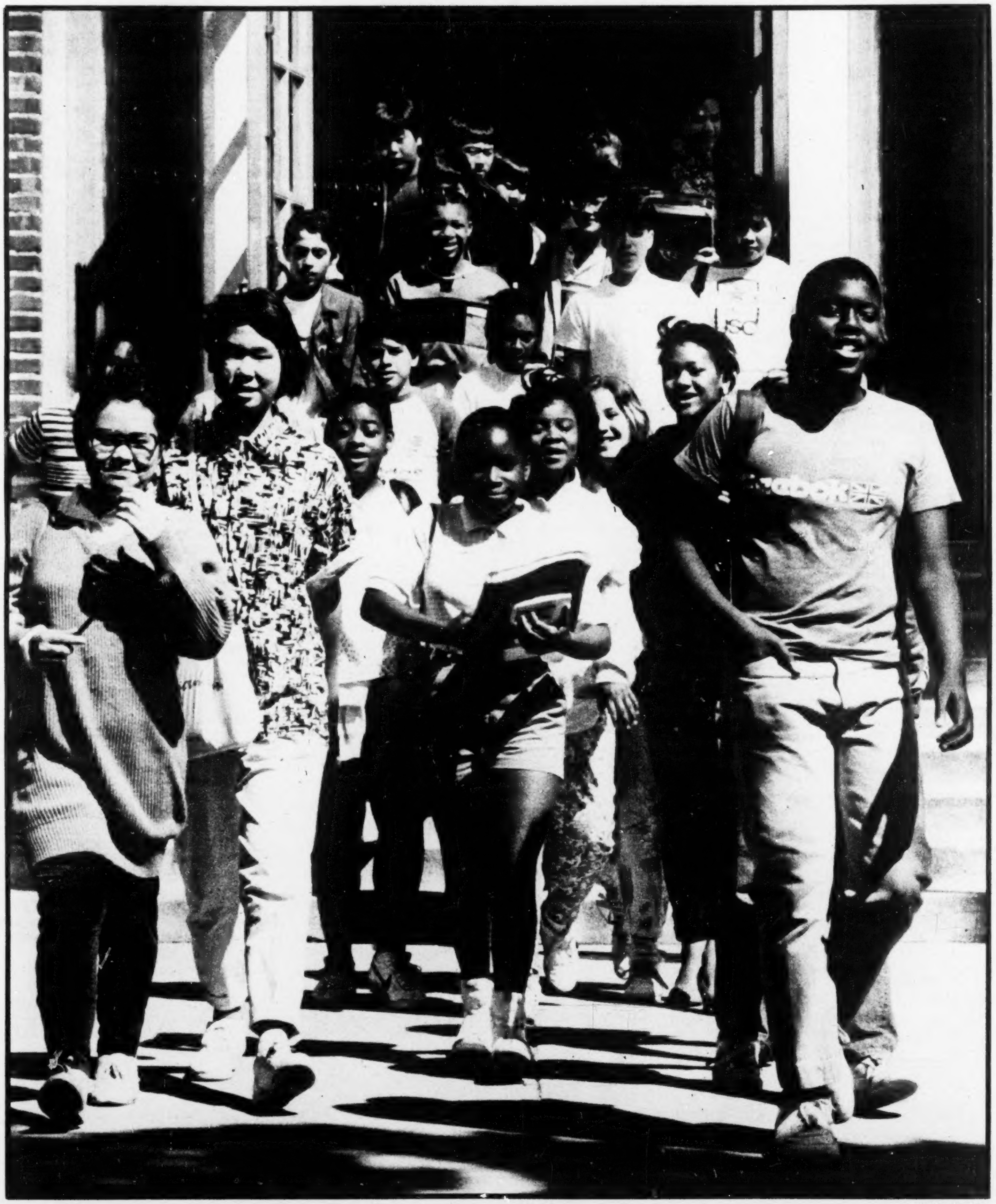
Although Mr. Bradfield was sentenced to three consecutive life terms in 1983, it took the state until last year to gather sufficient evidence to indict Mr. Smith, according to Robert R. Gentzel, a spokesman for the Pennsylvania Attorney General.

The "key element" of the prosecution's case, Mr. Gentzel said, was testimony that Mr. Smith had admitted his role in the murders to two fellow inmates while imprisoned on drug and theft charges.

Compensation Issues For Administrators Eyed in Philadelphia

In an effort to break a 17-month logjam, the Philadelphia Common Pleas Court has ordered four commissions to study compensation and other issues that have divided the school board and the Philadelphia Association of School Administrators.

Here They Come, Ready or Not



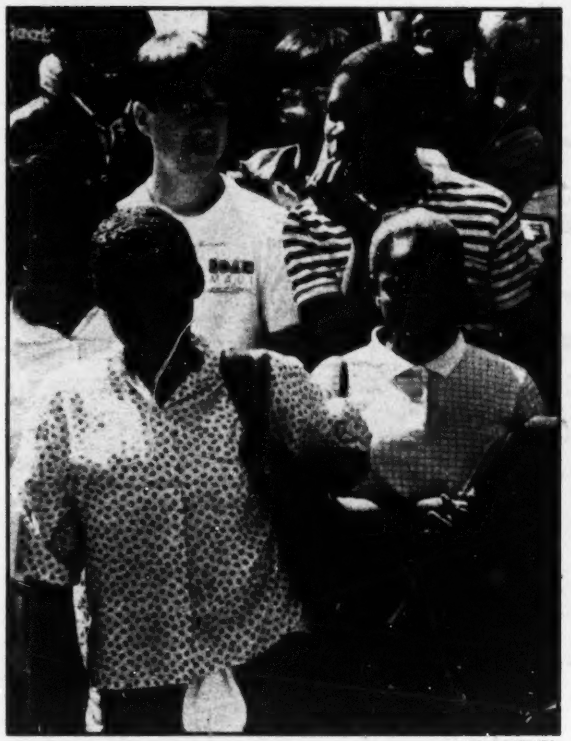
JOHN C. PHILLIPS

An Education Week Special Report on the ways in which America's 'population in motion' is changing the outlook for schools and society

Today's Numbers, Tomorrow's Nation

Demography's Awesome Challenge for Schools

FRED ZIMMERMAN



JOHN C. PHILLIPS

For the past several years, Harold L. Hodgkinson has been crisscrossing the country warning American educators and policymakers that they may be about to repeat a mistake they made—and paid dearly for—at the onset of the Baby Boom.

Changes at least "as drastic" are on the horizon, the former college president and National Institute of Education director tells audiences across the country. But the same lack of foresight that sent school districts scrambling for teachers and classroom space in the early 1950's, he says, is evident once again.

Much of what Mr. Hodgkinson says is already vaguely familiar to his listeners—that the nation is aging, that the minority portion of the youth population is growing, that children have become the poorest segment of the society, that the family structure is undergoing radical change.

But bare statistics have a bloodlessness that blunts their impact. When Mr. Hodgkinson gives them life—through analysis, through anecdote, through an interweaving of implications—audiences from Maine to California react with the same sense of indignant surprise. At practically every stop on a growing speaking itinerary, he says, a stream of post-speech questioners ask him, "Why haven't we been told about this?"

The "this" is no secret. It is a demographic portrait of the United States. And the changes it portends are already becoming as apparent as the overcrowded maternity wards of the postwar era that signaled the Baby Boom long before its full impact was felt.

The new demographic shockwave is being heralded not by the maternity wards but by the geriatric wards. There are now, for the first time, more Americans over 65 than under 18. Their numbers will soar even more dramatically when the Baby Boomers begin to retire.

Credits

Harold L. Hodgkinson, scholar-in-residence at the American Council on Education, served as a consultant in the preparation of this report. He supplied much of the factual and statistical data.

Tom Mirga, associate editor of *Education Week*, served as researcher and writer.

Terry E. Smith, an art director with *The Washington Times*, and **Jane Trimbach**, art director of *Education Week*, created the diagraphics, and **Susan Quinn**, editorial assistant at *Education Week*, created the tables.

The Exxon Education Foundation provided a grant to help defray the cost of producing and disseminating the report.

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In their enormous wake, demography tells us, a markedly different generation of Americans is developing. It will be smaller, and it will be more racially and ethnically diverse than any previous generation in American history.

And in the demography of the emerging generation will be writ large the shifting patterns in the nation's class and family structures, in its immigration flow, in its workforce and social-support systems, and in its regional concentrations of people. Mr. Hodgkinson predicts these changes will be drastic. And social and political institutions—beginning with the schools—will have to reckon with them.

Next September, more than 3.6 million children will begin their formal schooling in the United States.

- 1 out of 4 of them will be from families who live in poverty.
- 14 percent will be the children of teenage mothers.
- 15 percent will be physically or mentally handicapped.
- As many as 15 percent will be immigrants who speak a language other than English.
- 14 percent will be children of unmarried parents.
- 40 percent will live in a broken home before they reach 18.
- 10 percent will have poorly educated, even illiterate, parents.
- Between one quarter and one third will be latchkey children with no one to greet them when they come home from school.
- And a quarter or more of them will not finish school.

These children, the early wave of the baby boomlet that will enter the schools over the next five years, will in these ways clearly reflect the forces at work in American society. That many will bring with them baggage of familial, racial, ethnic, and socioeconomic stress is well known to educators. What is less well understood is that if current trends persist, the proportion of children "at risk" for school failure for these reasons will grow with each passing year for the foreseeable future.

One of the most widely used clichés by commencement speakers at this time of year is that the young are the hope of the future. They will inherit the responsibility for sustaining and directing the social, political, and economic institutions of this nation.

It is in this context that the growing proportion of at-risk children in the emerging generations becomes a portent of the future. If demographic trends and projections prove reasonably accurate, these children will face awesome challenges as society seeks to replace the skills of the retiring Baby Boomers. And, if our past experience in dealing with the most needy children is any guide, they will be ill-equipped to meet those challenges.

Today, it is the nation's educational system that faces the awesome challenge. Although "at-risk" children represent a minority of school enrollments, their impact on the system is great.

Some educators argue in fact that it was the at-risk group that precipitated the current school-reform movement—that had these children not been in the schools, there would have been no drive for reform.

For many, the irony of the situation is that, thus far, reform has not only produced few solutions for the problems of at-risk children but may in fact be exacerbating them.

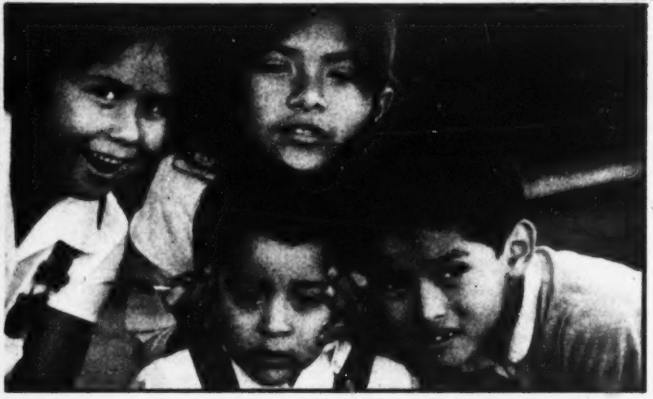
If the United States is "a nation at risk," as the National Commission on Excellence in Education said in 1983, the "risk" may be largely concentrated in this growing segment of educationally disadvantaged children. They will compose the workforce that will compete in an increasingly technological marketplace. And they will be looked to for the economic productivity to sustain a burgeoning support system for the elderly.

Yet, as reform seeks "excellence" through tightened standards that often exclude them, these children appear, more than ever, to be virtually doomed to lifelong membership in a permanent underclass.

Scott Miller, a program officer with the Exxon Education Foundation, writes in a Commentary in this issue that "several of our inner cities have effectively become the planet's first truly international multicultural, multilingual developing 'countries.'" In a very real sense, an underdeveloped country of some 40 million people has grown in our midst. The majority of its inhabitants are poor, nonwhite, uneducated if not illiterate, unemployed and often unemployable, and largely dependent on government for their survival.

The New York Regional Plan Association confronted the phenomenon this month in a report on prospects for the economic future of the New York City metropolitan area. While foreseeing growing prosperity for the already affluent segments of the population, the group predicted deepening poverty for the metropolitan region's poor and poorly educated. "More than anywhere else in the country, we are creating a two-tier society of haves and have nots," said the panel's chairman, William S. Woodside, chairman of the American Can Company. "Poverty in the midst of plenty could become intolerable."

Michael Harrington recognized that 20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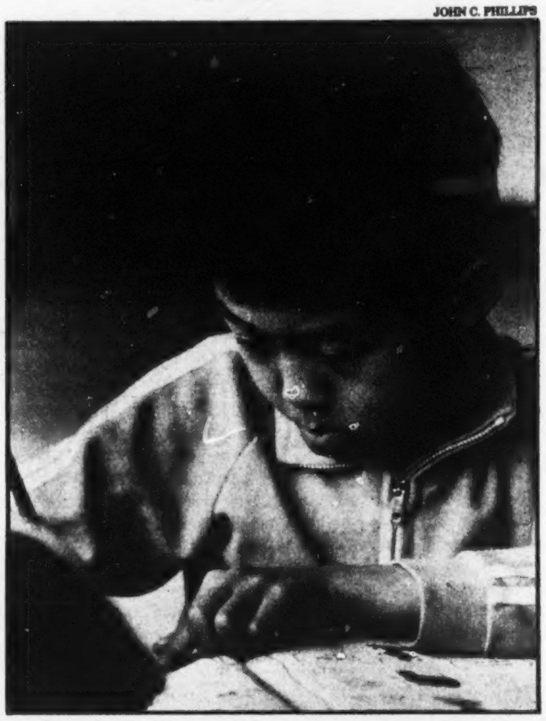

JOHN C. PHILLIPS

MIAMI HERALD—ROSS/BLACK STAR

BARBARA HADLEY

years ago in a landmark study alerting the nation to the existence of an invisible "other America" populated by "unskilled workers, the migrant farm workers, the aged, the minorities, and all the others who live in the economic underworld of American life."

The poor are still here. But there is also a growing recognition that the high toll of poverty is not limited to the personal tragedy of millions of individual Americans. Recent studies and reports have documented the enormous cost to society of poverty's progeny: illiteracy, unemployment, teenage pregnancy, violence, and crime.

And the eroding power of the United States in the world marketplace and the declining number of young people in the society have led to a growing awareness that the United States can no longer afford to waste a sixth or more of its human resources. If the nation is to prosper and be secure, business, the military, and academe must have an expanding supply of well-educated young people.

Translation: The schools must do a better job, must find ways to meet the demand.

Schools are in the vanguard. They have always been expected to cope: to fuel the various social and economic revolutions, to assimilate the waves of immigrants, to integrate the races, to uplift the handicapped, to substitute for the family—all the while instilling the common values and preserving the common culture. And as the stabilizing and socializing influence of home and church has waned, our reliance on the school has grown.

Carrying the problems of society, the children come, ready or not. And the schools must deal with them, ready or not.

In the past, they have succeeded remarkably well by any measure. Indeed, it is a testimony of progress that at-risk children are in classrooms at all.

It was not so long ago that many of them did not attend and their absence went unremarked. But now they are there, and the schools become for them the first hope—and perhaps the last.

In the following pages, *Education Week* looks at some of the major demographic forces that have shaped and are shaping the society, and explores, through a roundtable discussion, some of their implications for schooling.

Because demographics is the study of people and their vital statistics, it is hardly possible to write sensibly about demographic trends and forces without displaying an array of statistical calculations and projections. But underlying the numbers is a dynamic, perhaps even explosive, human condition.

Demography is a relatively new branch of the social sciences, but it is a powerful tool. One scholar has likened it to "celestial mechanics"—the search for huge, invisible engines that make social systems work the way they do.

For educators, says Mr. Hodgkinson, "demographics provides a truly new perception of educational systems as people in motion. By knowing the nature of those coming into 1st grade in the United States, one can forecast with some precision what the cohort of graduating high-school seniors will be like 12 years later, and can reveal with very little error what the entering college class will look like in the 13th year."

But public policy can influence human behavior, and, consequently, alter the direction of demographic and social trends. Governments, for example, can use tax policies to encourage or discourage individual decisions to marry, have a family, buy a home, seek a college degree, or retire.

Lawmakers may not be able to guarantee that all children learn, but they can allocate resources in ways that foster or limit the possibilities for learning. In short, policymakers and planners, with public support, can intervene to shape forces rather than simply be shaped by them.

As John I. Goodlad puts it in *A Place Called School:*

"Futurists have a tantalizing way of describing the year 2001 as though being there has little to do with getting there. The future simply arrives full-blown. But it is the succession of days and years between now and then that will determine what life will be like. Decisions made and not made will shape the schools of tomorrow."

—The Editors

Without a middle-class majority, we simply will not be the United States of America.

—Harold Hodgkinson

DEMOGRAPHIC PORTRAIT

DIVERSITY

I am an America

The Patterns in Our Social Fabric Are Changing

Today, we are a nation of 240 million people, about 50 million (21 percent) of whom are black, Hispanic, and Asian. Although federal and private projections vary, they all point in the same direction: Soon after the turn of the century, one out of every three Americans will be nonwhite.

Immigration patterns and differential fertility rates among various groups are significantly changing the nation's racial composition.

In 1957, at the height of the Baby Boom, American women were having children at a rate of 3.7 per lifetime. Today, that rate has plummeted to 1.8, well below the 2.1 fertility rate that demographers say is necessary for one generation to replace itself with another of equal size.

The nation's population, however, will continue to grow, reaching 265 million in the year 2020. Much of that growth will be among minority groups in the society.

Currently, the fertility rate for white American women is 1.7 children per lifetime. The comparable rate for black women is 2.4; for Mexican-American women, it is 2.9—precisely the same average rate for white women during the Baby Boom era.

Moreover, the average white American is 31 years old; the average black American is only 25 and the average Hispanic American only 23. White Americans are moving out of their child-bearing years just as black and Hispanic Americans are moving into them.

In 1980, 27 percent of public-school students were nonwhite, a 6 percent increase from a decade earlier.

Most of the nonwhite student population is concentrated in a band of states that begins in New York, stretches southward down the Atlantic coast, and then westward, ending in California. Black enrollment is highest in the District of Columbia, Mississippi, South Carolina, Alabama, and Georgia; Hispanic enrollment, meanwhile, is highest in New Mexico, Texas, California, and Arizona.

California now has a "majority of minorities" in its elementary schools; 46 percent of the students in Texas are black and Hispanic. In the 25 largest city school systems, the majority of students are minorities.

America has always been a nation of immigrants. The resulting ethnic and cultural diversity has given this society a distinctive vitality. But the assimilation of newcomers into the mainstream culture has been a difficult and tumultuous process that has sometimes strained the social fabric even as it strengthened it.

The first great period of immigration in this country was between 1910 and 1930, when the number of foreign-born Americans reached a peak 14.2 million. In 1984, some 544,000 people immigrated legally to the United States—roughly as many as the annual average during the 1920's. Add the estimated 300,000 to 500,000 people who entered the country illegally and 1984 becomes the greatest year for immigration in our history. Immigrants entering the United States each year account for two-thirds of all the immigrants in the world. If the nation continues to allow 750,000 immigrants to settle here annually, by 2030 the population will be about 18 percent larger than it would otherwise be.

During the early part of this century, the majority of immigrants to the United States were of European heritage, and the color of their skin undoubtedly eased their assimilation into the predominantly white American mainstream. Today, however, most are Hispanic and Asian. About 40 percent of all legal immigrants come from Asia and another 40 percent from Mexico, Central and South America, and the Caribbean. Three out of four of the illegal immigrants came from Latin America—50 percent from Mexico and 25 percent from other Central and South American countries.

Most parts of the nation as yet feel little impact from this wave of immigrants because the majority of the newcomers are choosing to settle in relatively few places. But in those areas, the effects have been astounding.

California provides the most extreme example. In 1984, 17.4 percent of all legal immigrants to the United States planned to move into one of five metropolitan areas in the state. Moreover, 30 percent of all the illegal immigrants counted in the 1980 census resided in Los Angeles County. Demographers predict that, as a combined result of low white birth rates and immigration, by 2010 California will become the first state in the union—with the exception of Hawaii—to have a population whose majority is made up of minorities.

Like a number of their predecessors in the early part of the century, many of today's immigrants are unwilling to abandon their cultures—and their native languages—as the price for becoming American. Today, the Southern California Gas Company can tell its customers in Chinese, Spanish, Korean, Vietnamese, and English how to install a gas stove.

Recently, a major market-research firm conducted a study for the Spanish International Network, a nationwide chain of 27 Spanish-language television stations, to determine what aspects of their culture Hispanics wanted most to preserve. More than 4 out of 5 of the respondents listed the preservation of the Spanish language as their top priority. ◆

UPI/BETTMAN ARCHIVES

JOHN C. PHILLIPS

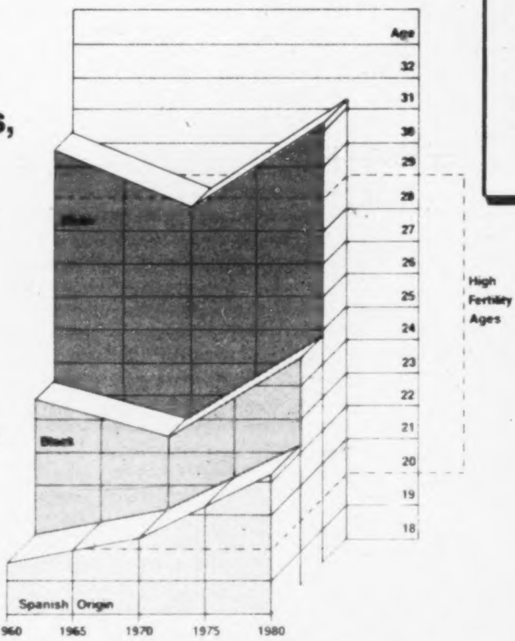
JOHN C. PHILLIPS

DOUGLAS GORALSKI

> How tolerant will we be of the racial and ethnic diversity coming into the system? Each part of the country will have to deal with that.
> —Harold Hodgkinson

Our ethnic and racial diversity is increasing rapidly. Immigration, legal and illegal, is at an all-time high, and the white fertility rate is at an all-time low. As a result, demographers say, by shortly after the year 2000 one out of three Americans will be nonwhite.

Older Whites, Younger Minorities: Median Age of White, Black, and Spanish Origin Populations, 1960-1980



Source: Association for Hispanic Elderly

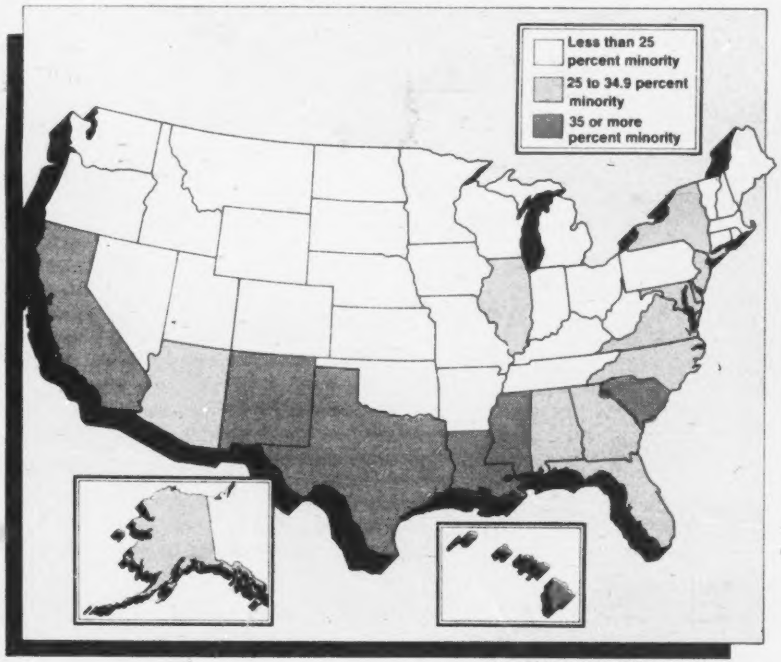
Children of Color: Births by Race, 1950 to 2030

(numbers in thousands)

Year	Total births	Black-and-other-races births	Percent Black and other races
Estimates:			
1950	3,631.5	523.9	14.4
1955	4,097.2	612.5	14.9
1960	4,297.4	675.1	15.7
1965	3,781.1	649.7	17.1
1970	3,757.2	650.0	17.3
1975	3,167.5	601.3	19.0
1980	3,638.8	724.0	19.9
1982	3,731.2	725.4	19.4
Projections:			
1985	3,826.2	750.1	19.6
1990	3,849.1	774.7	20.1
1995	3,627.9	759.6	20.9
2000	3,494.8	768.1	22.0
2010	3,673.2	842.9	22.9
2030	3,546.9	875.9	24.7

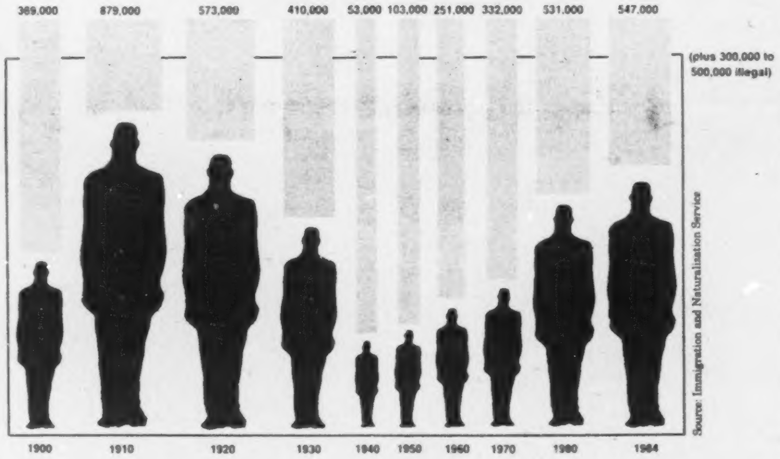
Source: U.S. Bureau of the Census

Minorities in School: Minority Enrollment as Percent of Public School Enrollment, by State, 1980


☐ Less than 25 percent minority
▨ 25 to 34.9 percent minority
■ 35 or more percent minority

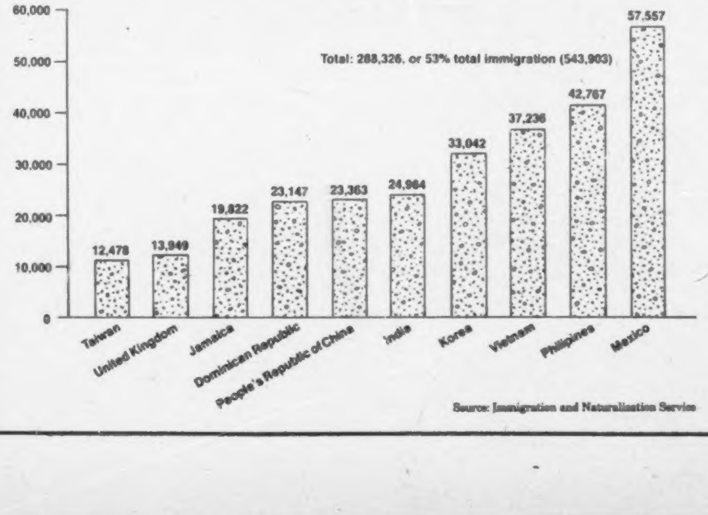
Source: National Center for Education Statistics

The American Melting Pot: Immigration to the United States, 1900-1984



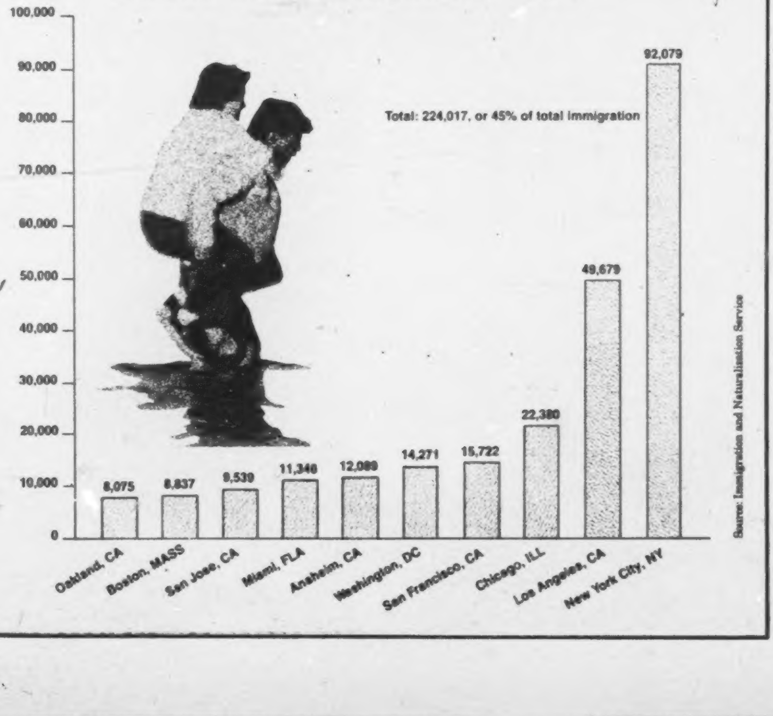
Source: Immigration and Naturalization Service

Legal Immigration: Where They Are Coming From—Top 10 Countries of Origin, 1984



Source: Immigration and Naturalization Service

... And Where They Are Going—Top 10 Intended Areas of Resettlement, 1984



Source: Immigration and Naturalization Service

DEMOGRAPHIC PORTRAIT

AGE

Old Americans, Young Americans

Between 1946 and 1964, 70 million Americans were born—more than in any previous two decades in the country's history. That "Baby Boom" of the post-World War II era has profoundly affected every aspect of our national life—and it will continue to do so as it moves through the system like a very large mouse through a very small snake.

The Baby Boom has caused a seeming demographic anomaly: The nation is growing both older and younger at the same time.

In 1983, we passed a demographic watershed. For the first time in our history, the number of Americans over age 65 surpassed the number of American teen-agers. That is a situation that will not change during the lifetime of anyone reading this report. Today, the median age of the U.S. population is just over 30 years. By the turn of the century, the median age will reach 36; shortly after 2030, it will pass 40. One hundred years from now, the median age of the population will be 42, more than 10 years

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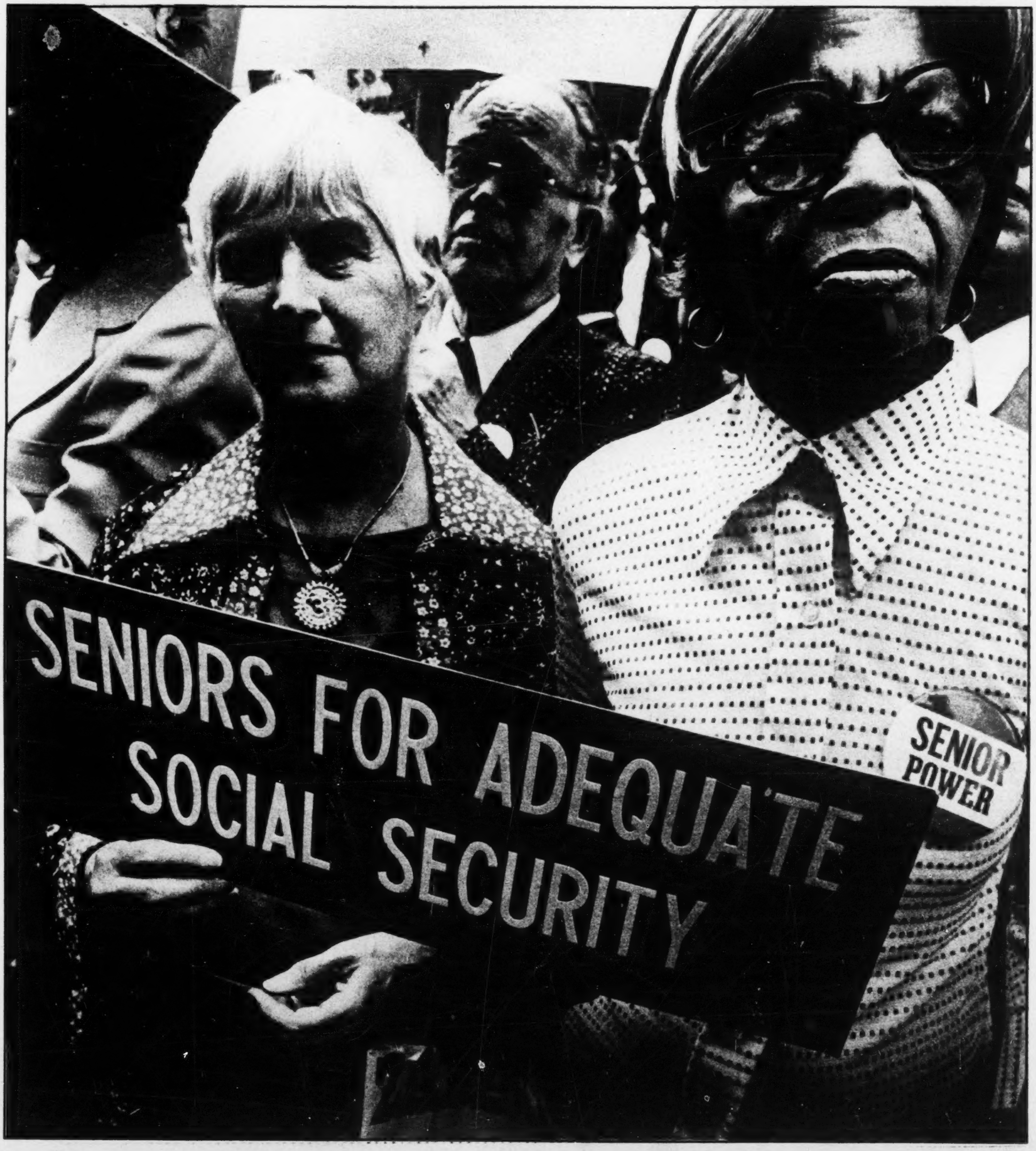

SENIORS FOR ADEQUATE SOCIAL SECURITY
SENIOR POWER

DEMOGRAPHIC PORTRAIT

AGE

We Are Growing Older and Younger

Continued from Preceding Page

older than the median age today.

Even more striking are predictions regarding life expectancy. Today, about 1 out of 10 Americans (11.6 percent) is 65 or older; by 2030, 1 out of 5 Americans will be over 65 (21.2 percent). Children born today can expect to live and work to age 62, then retire and live for almost 20 more years.

Another measure of the phenomenon: This year, about 30 people a day are turning 100. By 2030, when the last of the Baby Boomers reach retirement age, about 280 people a day will do so.

The Baby Boomers have not been nearly as prolific as their parents. But even though they are not quite replacing themselves on a one-for-one basis, the sheer numbers of children they are having are producing a second, if smaller, bulge in the population—a "baby boomlet." This six-year blip on the population charts will pass through our schools by the end of the century. But it is beginning to be felt in some parts of the nation and it will boost enrollments in preschools and elementary schools into the next decade.

The post-World War II Baby Boom was mainly a white middle-class phenomenon; in 1955, more than 85 percent of all newborns were white. By 1984, that percentage had dropped to 80 percent and it is expected to continue falling well into the 21st century. The emerging baby boomlet, and the cohorts of children born after it ends, will be disproportionately nonwhite.

Between 1985 and 1993, elementary-school enrollment is expected to increase by about 4.5 million. The number of children 18 and younger is expected to rise from about 63 million today to 67 million by the end of the century.

National figures, however, often mask major differences among the states. The nation's population is heavily concentrated in the East and will remain so for the foreseeable future. For example, more than 50 percent of all zip code areas are located in the Eastern time zone; 30 percent are in the Central zone, 5 percent in the Mountain zone, and 14 percent in the Pacific zone.

But Americans are highly mobile and population shifts will dramatically affect some states—and their schools.

The population ages 19 and younger will grow by 20 percent or more in 13 states between 1980 and 2000. All but one of those states—New Hampshire—are in the West. This age group will more than double in 3 states: in Wyoming, it will grow by 120 percent; in Nevada, by 103 percent; and in Utah, by 102 percent.

Five states, meanwhile, will experience a decline of 20 percent or more in their 19-and-under populations. These states include New York (- 27 percent), Massachusetts (- 24 percent), Rhode Island (- 22 percent), Connecticut (- 22 percent), and Pennsylvania (- 21 percent).

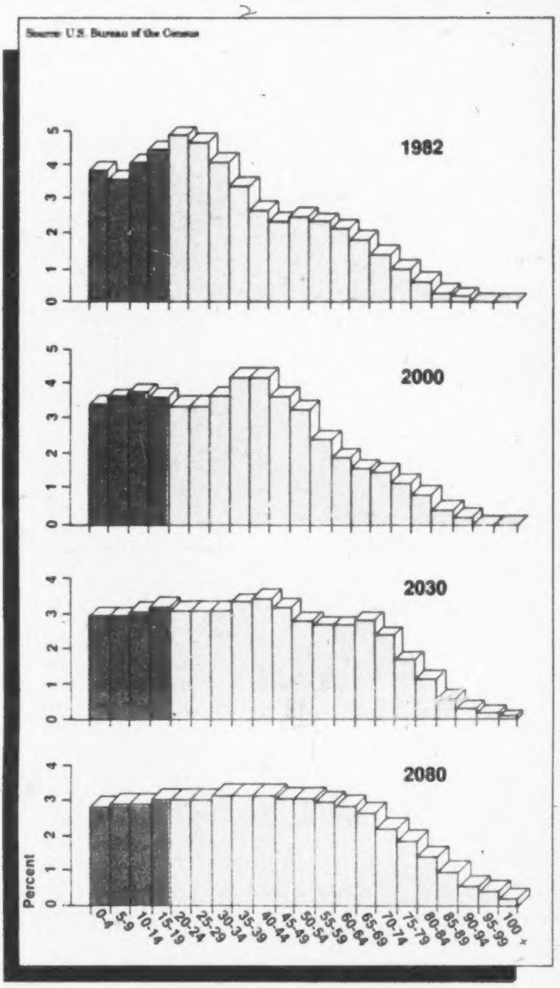
Over the past five years, the U.S. population has increased by 12.2 million; almost all of that increase (more than 90 percent) occurred in Southern and Western states. The West grew by 10.8 percent, or double the national average for those years, and the South by 8.6 percent. The figures indicate a continuing migratory trend toward the Sun Belt states that began in the late 1940's and picked up dramatically in the 1970's.

Some experts, however, believe that the exodus from the Midwestern "Rust Bowl" has been stemmed, at least temporarily. Last summer, Detroit created more new jobs than Houston, where 20 percent of all office space is unrented. ◆

ABC-TV

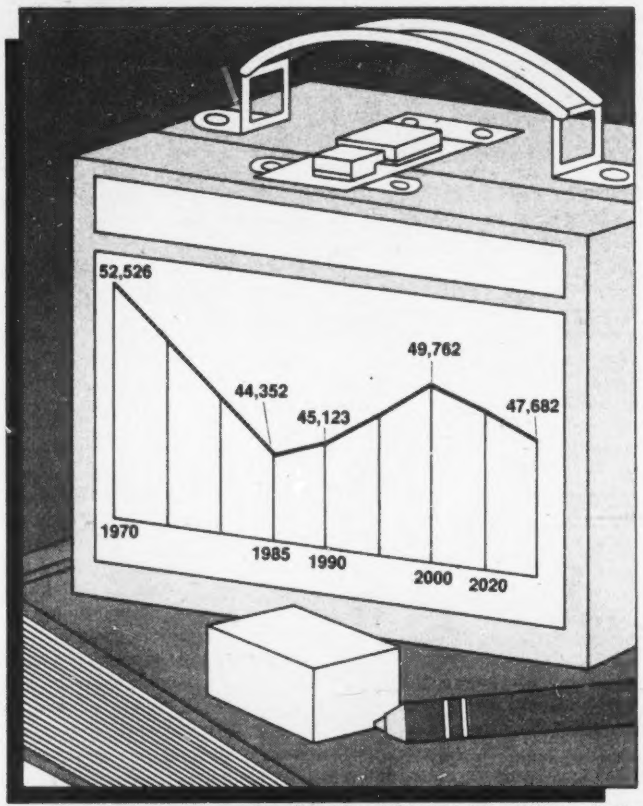
A relatively small "baby boomlet" will boost school enrollments through the end of the century. But America is growing steadily older. There are now more people over 65 than under 18. Between 2011 and 2030, close to 70 million Americans will retire.

The Graying of America: Current and Projected Percent Distribution of the Population, by Age



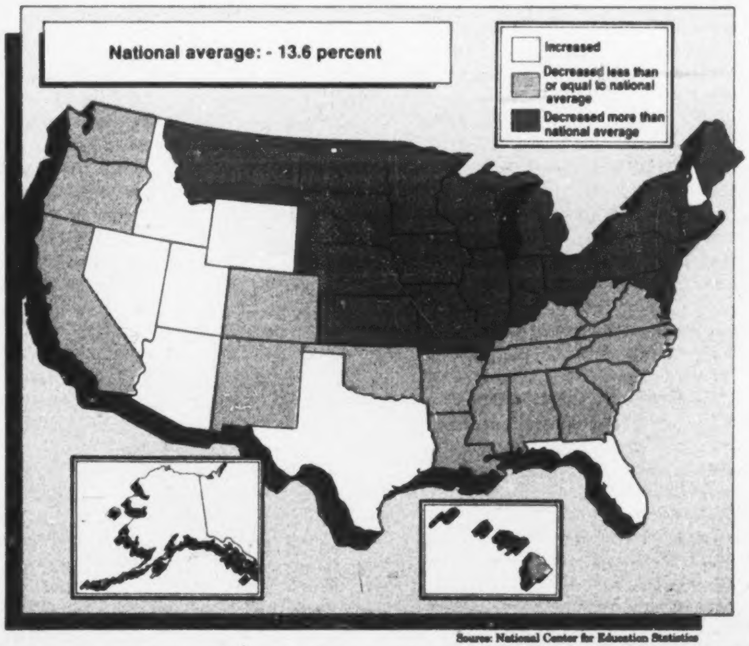
The Coming Baby Boomlet: Number of School Age Children

(in thousands)



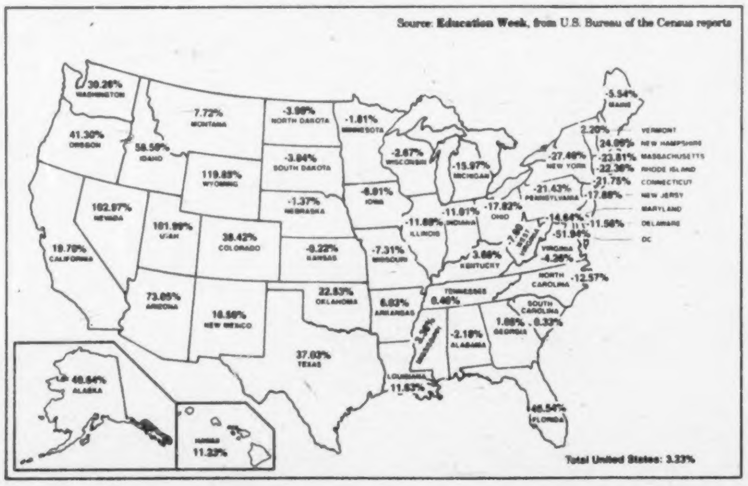
Source: National Center for Education Statistics and U.S. Bureau of the Census

Empty Seats and Overcrowding: Percent Change in Public School Enrollment, by State, 1970 to 1982


National average: - 13.6 percent
Increased
Decreased less than or equal to national average
Decreased more than national average

Source: National Center for Education Statistics

Looking Toward 2001: Projected Percent Change in State Populations, 19 and under, 1980 to 2000

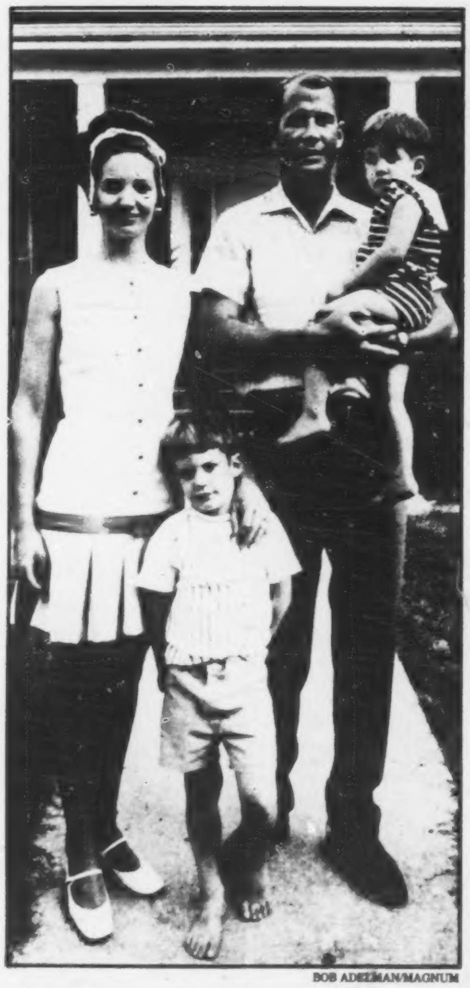

30.26% WASHINGTON
41.30% OREGON
58.50% IDAHO
7.72% MONTANA
119.85% WYOMING
-3.98% NORTH DAKOTA
-3.84% SOUTH DAKOTA
-1.81% MINNESOTA
102.97% NEVADA
19.70% CALIFORNIA
101.99% UTAH
38.42% COLORADO
-1.37% NEBRASKA
-0.22% KANSAS
-6.81% IOWA
-2.67% WISCONSIN
-15.97% MICHIGAN
-11.88% ILLINOIS
-11.01% INDIANA
-17.82% OHIO
-7.31% MISSOURI
3.88% KENTUCKY
-7.60 WEST VIRGINIA
73.05% ARIZONA
16.50% NEW MEXICO
22.83% OKLAHOMA
6.03% ARKANSAS
37.03% TEXAS
LOUISIANA 11.63%
TENNESSEE 0.46%
-2.18% ALABAMA
1.08% GEORGIA
SOUTH CAROLINA 0.33%
46.54% FLORIDA
NORTH CAROLINA -12.57%
VIRGINIA -4.28%
-5.54% MAINE
2.20% VERMONT
24.09% NEW HAMPSHIRE
-27.48% NEW YORK
-23.81% MASSACHUSETTS
-22.38% RHODE ISLAND
-21.75% CONNECTICUT
-21.43% PENNSYLVANIA
-17.88% NEW JERSEY
-14.64% MARYLAND
-11.58% DELAWARE
-51.94% DC
40.64% ALASKA
HAWAII 11.23%

Source: Education Week, from U.S. Bureau of the Census reports

Total United States: 3.23%

DEMOGRAPHIC PORTRAIT

FAMILY



BOB ADELMAN/MAGNUM

LEONARD FREED/MAGNUM

JOHN C. PHILLIPS

Traditional Families — A Dying Breed?

The "traditional" household—a working father, a mother at home, and two or more school-aged children—has long been one of the icons of American culture. In 1955, about 60 percent of the nation's households matched that image. But by 1980, the proportion had dropped to 11 percent, and today only 4 percent of the nation's households are "traditional."

Married couples with children, once the norm, are now the exception. Family lifestyles are more diverse than they ever have been. Of our 80 million households, almost 20 million consist of people living alone. Another 9.5 million consist of women raising children by themselves.

An increasing number of people are postponing marriage and childbearing to pursue educational and career opportunities. In 1984, the estimated median age of women beginning their first marriage was 23, the highest median age since 1890—the year the Census Bureau began keeping track of such statistics. For men, the median age is now 25, one year shy of its high at the turn of the century.

In 1981, we passed another statistical landmark: The number of married, childless couples surpassed the number of married couples with children. By 1985, there were 24 million married couples with children, compared with 26 million that had none. The trend shows no signs of reversing itself.

Today, a steadily increasing percentage of women are choosing to have children later in life, or not at all; of all women ages 18 through 44, nearly 2 out of 5 have never given birth.

Since 1970, the number of first births to women ages 25 and older has doubled, while first births to women younger than 25 have declined. The biggest increase has been among women ages 30 to 34. Their first births have tripled, from 42,000 in 1970 to 137,000 in 1982.

More and more women who decide to have children are combining employment and motherhood. Today, 7 out of 10 women between the ages of 17 and 44 are in the workforce. Moreover, women are going to work much sooner after giving birth than they ever have before. Nearly half of all women who had children in 1983 (47 percent) were back on the job within one year; in 1975, 31 percent of the women who had children went back to work within a year.

The incidence of divorce has also risen dramatically over the past two decades. In 1960, there were 393,000 divorces in America; by 1985, that number had increased more than threefold to 1,187,000. The change in the ratio of divorced persons to married persons during those years was even greater. In 1960, there were 33 divorced persons for every 1,000 married persons who still lived with their spouses; by 1984, the ratio had nearly quadrupled to 121 to 1,000.

Most children under 18 continue to live with two parents, but their numbers are declining, from 59 million (84 percent) in 1970 to 47 million (75 percent) in 1984. Conversely, the number of children living in one-parent families has skyrocketed, from just over 8 million (12 percent) in 1970 to 14 million (23 percent) in 1984. Six out of 10 children born in 1983 (59 percent) will live with only one parent before reaching age 18. More than 50 percent of all black children today live with one parent, compared with 25 percent of all Hispanic children, and 16 percent of all white children.

Of the 14 million children who grow up in single-parent households, 9 out of 10 live in families headed by single females. Statistically, the family situation of these children looks like this:

- 16 percent have mothers who are under 25, and 3.5 percent have teen-age mothers;
- 36 percent have mothers who did not complete high school;
- 50 percent have mothers who are unemployed or not in the labor force;
- 62 percent of such families have annual incomes under $10,000;
- 42 percent of such families live in central cities;
- 24 percent of the children living in these situations were born out of wedlock.

There is an epidemic of teen-age pregnancy in the United States. In 1983, there were nearly 500,000 births to girls under 20, accounting for 14 percent of all births that year. More than half of those teen-age births (55 percent) were to unmarried girls, and the majority of their 1 million pregnancies were unintended; nearly 400,000 ended in abortion. About 10,000 of those births (2 percent) were to girls under 15; 175,000 (35 percent) were to girls between 15 and 17; and 315,000 (63 percent) were to 18- and 19-year-olds.

The number of births among teen-agers has been declining over the past decade, largely, say experts, because of the decline in the number of teen-agers in the population and the availability of birth-control devices and legal abortion. Nonetheless, the number of teens who become pregnant every year continues to increase, as does the number of unmarried teens who give birth. And the United States continues to lead most developed and developing nations in its rate of teen-age pregnancy.

Although blacks account for only about 15 percent of the teen-age population, half of all births to teens in 1983 were to black mothers. The overall birth rate for teen-age blacks, however, has been declining, while the birth rate for white teens (still below that for blacks) is increasing.

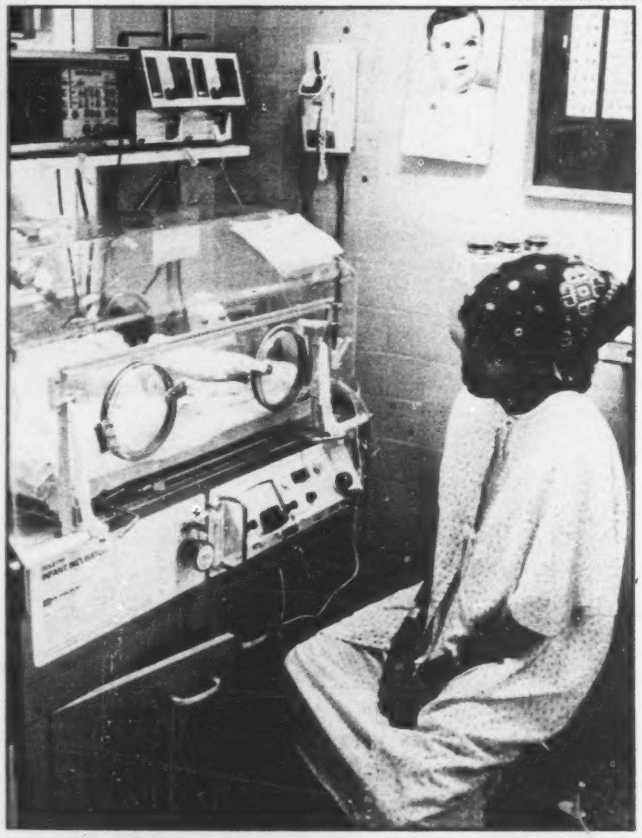
Premature babies tend to be low-birthweight babies, have poorly developed immune systems, grow up to be less healthy on the average than others, and later exhibit learning difficulties more often. About 20 percent of such children born in America are born to teen-agers. Teen-age mothers also tend to give birth to children who become teen-age mothers themselves. If a girl gives birth to one child in her teens, there is a 1-in-3 chance that she will have a second child as well. In fact, every day in America 40 teen-agers give birth to their third child.

Nearly half (43 percent) of all young women who drop out of school do so because of pregnancy or marriage. Half of all teen-age mothers drop out of school and never return. Teen-age fathers are about 40 percent less likely to graduate than their peers who do not father children. ◆

JOHN C. PHILLIPS

We have allowed the family to disintegrate. Thirteen-year-olds are having children they are in no position to give values to.

—Donald Smith



DAVID HURN/MAGNUM

DAVID HURN/MAGNUM

The "traditional" family—a mother, father, and two children—is vanishing. Single-parent families, mostly headed by women, are becoming commonplace, and 20 million Americans live alone. Every day in America 40 teen-agers give birth to their third child.

Mothers on Their Own: Living Arrangements of Children Under 18; 1984, 1980, and 1970

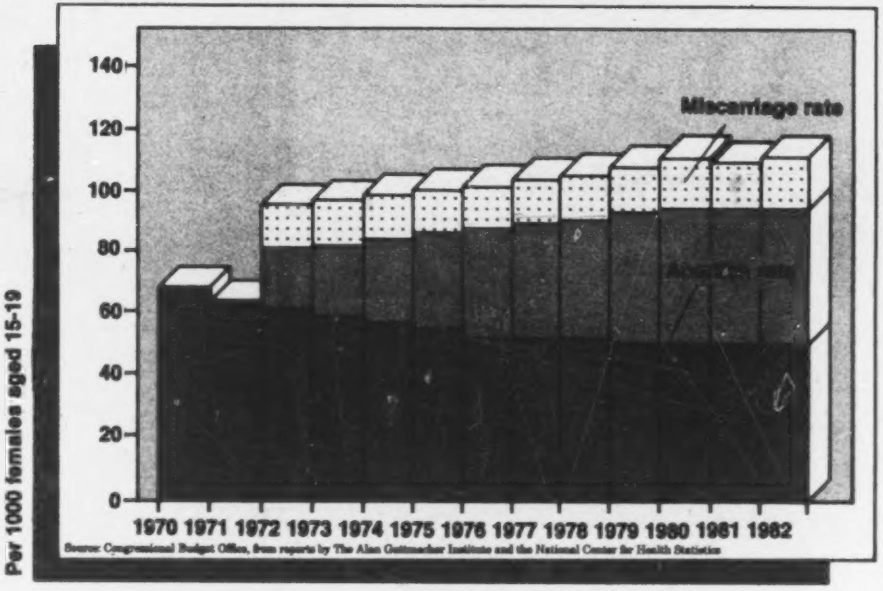
(numbers in thousands)

Living arrangements of children and marital status of parent	1984				1980	1970
	Race			Spanish Origin		
	All Races	White	Black			
Total, all children under 18	62,139	50,620	9,375	5,625	63,427	69,162
Living with two parents	46,555	41,009	3,845	3,946	48,624	58,939
Living with mother only	12,646	7,641	4,705	1,399	11,406	7,451
Percent	100.0	100.0	100.0	100.0	100.0	100.0
Living with two parents	74.9	81.0	41.0	70.2	76.7	85.2
Living with mother only	20.4	15.1	50.2	24.9	18.0	10.8

Source: U.S. Bureau of the Census

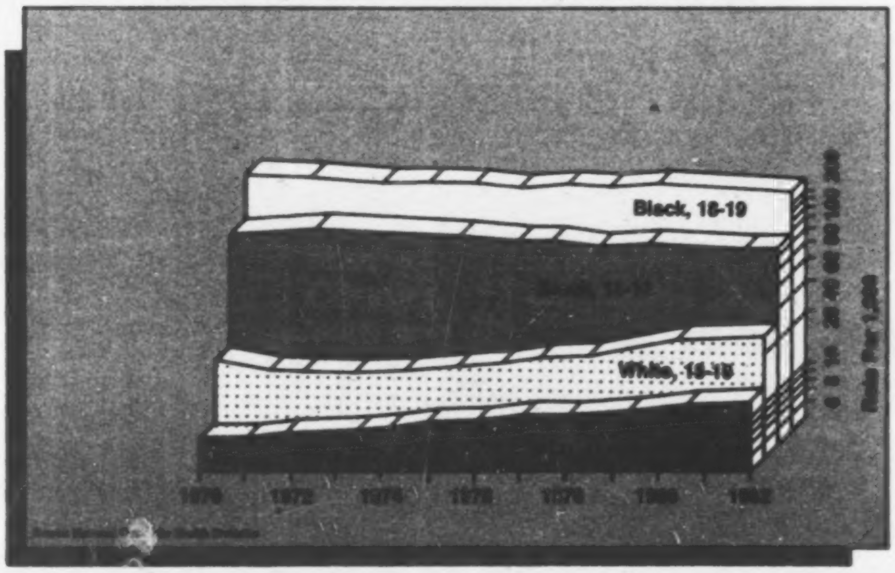
JOHN C. PHILLIPS

An Epidemic of Pregnancy: Teen-age Pregnancy Rate and Outcomes, 1970-1982



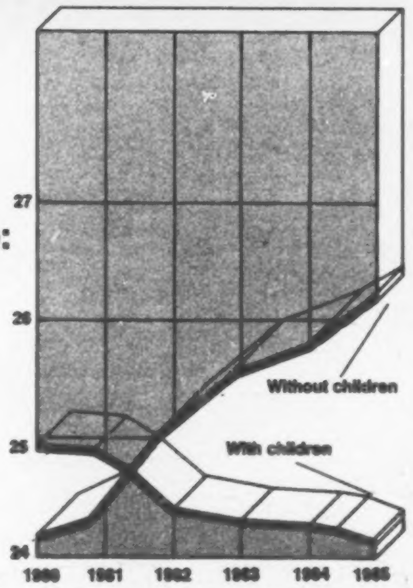
Source: Congressional Budget Office, from reports by The Alan Guttmacher Institute and the National Center for Health Statistics

... And Illegitimacy: Birth Rates for Unmarried Women, 15-17 and 18-19, 1970-1982



Living Alone: Married Couples With and Without Children

(in millions)



Source: American Demographics

BRIAN E. BLAUSER/BLACK STAR

DEMOGRAPHIC PORTRAIT

CORRELATIONS

Who's Dependent Upon Whom?

A growing percentage of the nation's children are being born into, and growing up in, environments that in one way or another endanger their physical, emotional, and intellectual development.

In 1974, children became the poorest segment of American society, displacing the aged.

Since then, child poverty has grown deeper and more widespread. In 1984, nearly one-fourth of all children under 17 lived in poverty, including 1 of every 2 black children and 2 of every 5 Hispanic children. Today, there are approximately 13.8 million children under age 18 who live in families with annual incomes below the poverty line of $10,178 for a family of four. Most of them are white, but a disproportionate number are black and Hispanic.

The rapid growth of households headed by single females has led to much of the overall increase (about 40 percent) in the number of poor families since 1980. One out of every 3 such families lives in poverty, and 2 out of every 3 families headed by single black and single Hispanic females live in poverty.

The continuing high birth rates among teen-agers also contribute to the growing number of families living in poverty. Although economic data on this part of the population are sparse, some studies suggest that families headed by teen-age mothers are 7 times as likely as other families to live below the poverty line. That suggests that 8 out of 10 families headed by teen-age girls live in poverty. State and federal governments paid out $16.7 billion in 1985 in welfare aid to mothers who had children during their teen-age years.

The at-risk population now entering the schools is appearing at a time when the nation's attention and resources are of necessity being drawn to the problems and needs of an even faster-growing segment of the U.S. population—the aging.

Social scientists use a numerical device known as the "dependency ratio" to measure and forecast the ability of society to take care of those who cannot care for themselves. It shows how many children and elderly persons there are for every 100 workers between the ages of 18 and 64.

The dependency ratio for children under 18, which has been declining since 1965, is now 42.1 per 100 workers. The dependency ratio for those 65 and over, meanwhile, has reached 19.4 per 100 workers and is continuing to rise. According to current projections, by the year 2030 American adults will be in the position of having to care for an equal number of children and retirees. In other words, every 100 workers will be supporting 74 dependents, equally divided between the young and the old.

The workers bearing the responsibility for supporting this expanding, longer-living senior population will be, in large measure, the young people of today and tomorrow—including the growing "at-risk" group. If current demographic patterns hold, the workers on which the aging society will so heavily depend will be fewer in number, more racially and ethnically diverse, more likely to have grown up in poverty, more likely to be the progeny of broken homes, and more likely to suffer from physical, mental, and emotional handicaps.

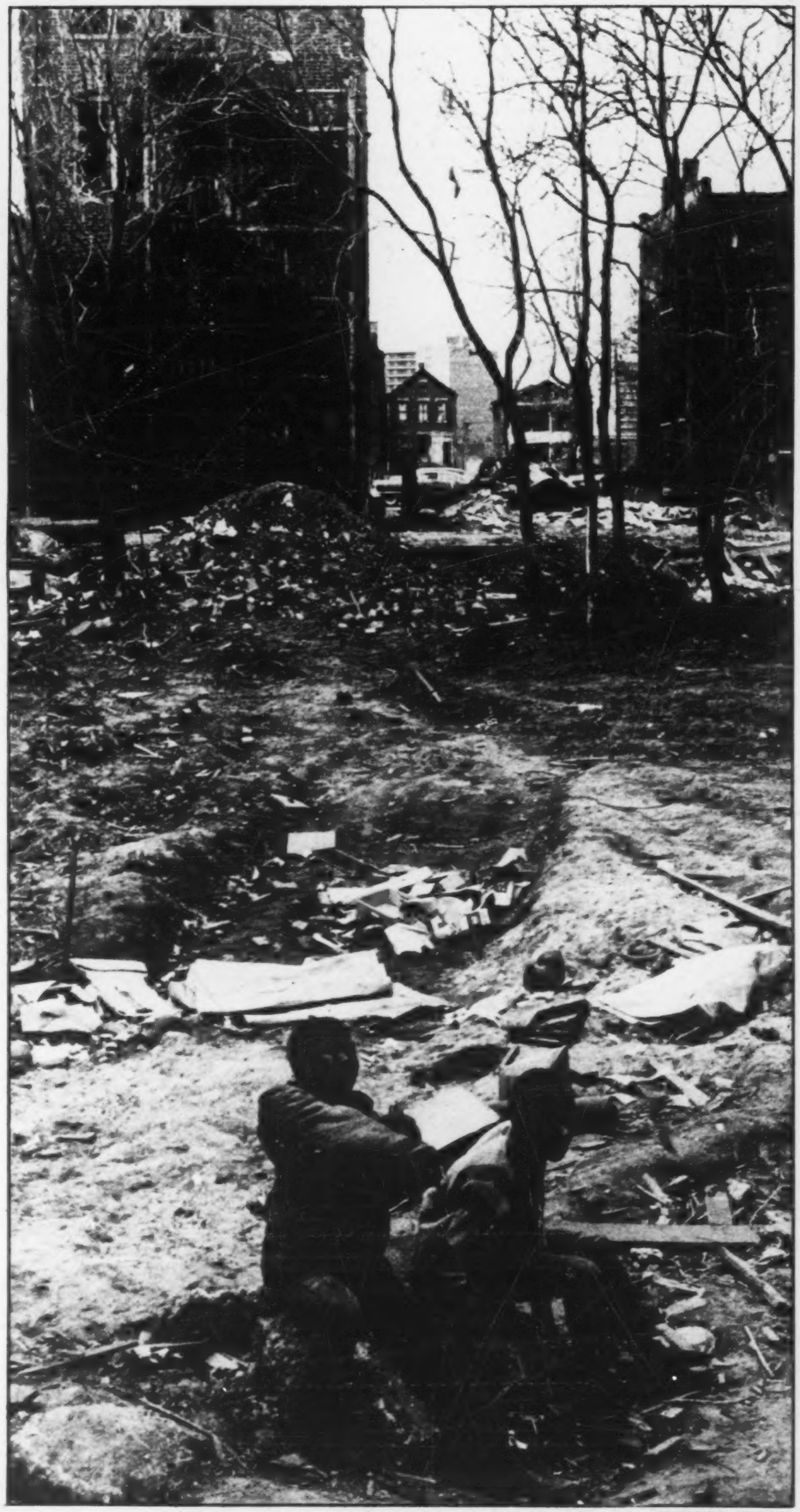
In 1950, 17 working Americans contributed through Social Security to the pension of each retiree. Today, 3.4 workers are paying toward the pension of each retiree, and analysts predict that soon after the turn of the century, the number of workers supporting a single retiree could fall as low as 1.5.

The nation's health-care system for the elderly faces even graver problems. Experts are predicting that the Medicare hospital trust fund, which currently provides care to about 27 million elderly persons, will be depleted by sometime in the mid-1990's.

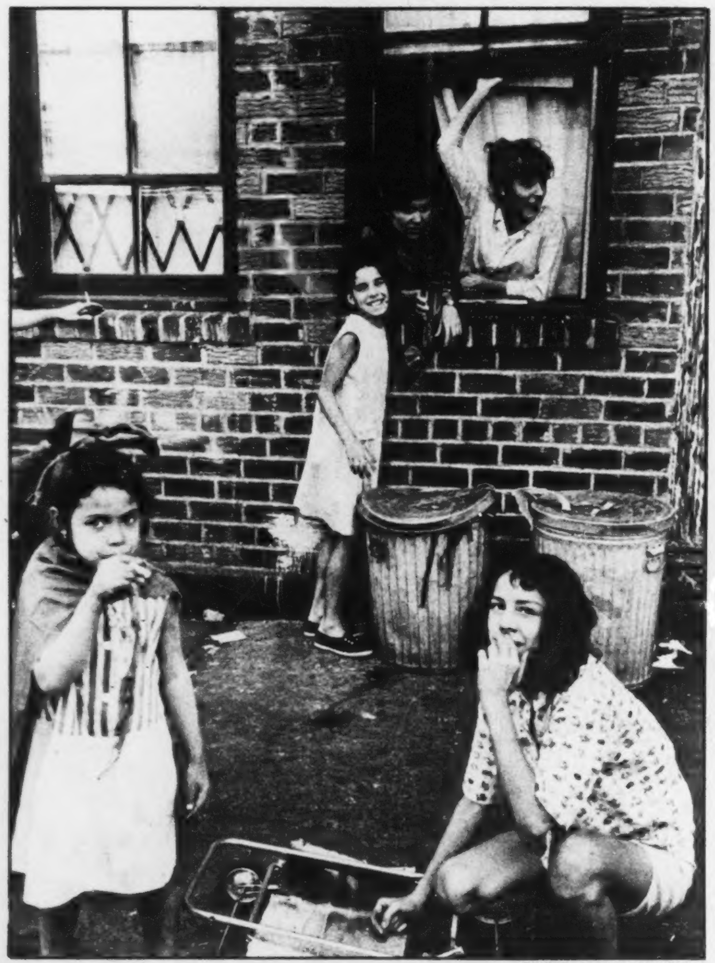
As the older segment of the population grows in size, it will also grow in political influence—already, the number of eligible voters ages 65 and over slightly outnumbers those ages 18 to 24. The concern of many educators and policymakers is that older citizens without children, worried about their pensions and their health care, will be less willing to support the rising costs of education.

Although the possibility of a generational war in the future, raised by some observers, may be extreme, concern is mounting about the potential for strife between the young and old. Recently, an organization called Americans for Generational Equity was formed in Washington, D.C. The idea of U.S. Senator Dave Durenberger, Republican of Minnesota, AGE is intended to represent the interests of the younger generation destined to bear the heavy financial and social costs of the aging Baby Boomers. The group says it will promote "the long-term welfare of younger and future generations of Americans." ✦

> When you talk about the real underclass, then you are talking about blacks, Hispanics, and Appalachian whites and Native Americans. With those populations, poverty seems to be permanent.
>
> —Raul Yzaguirre

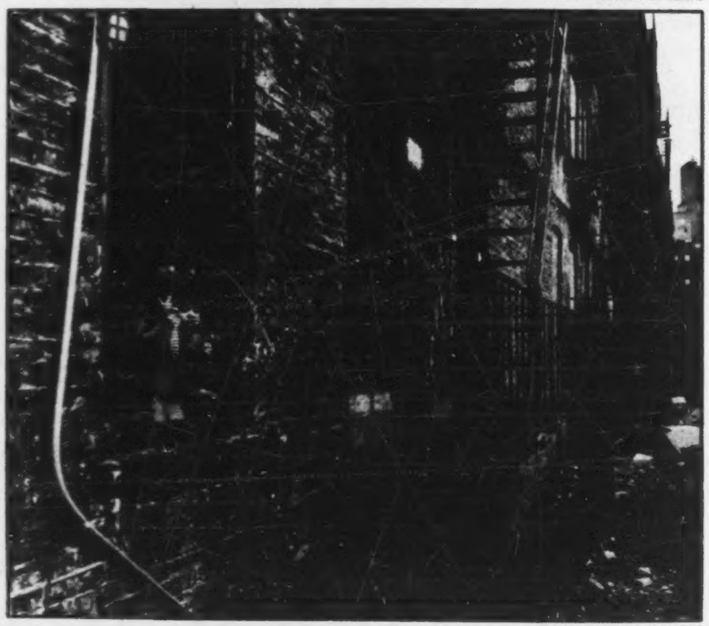


HIJORI KUBOTA/MAGNUM



CHARLES GATEWOOD/MAGNUM

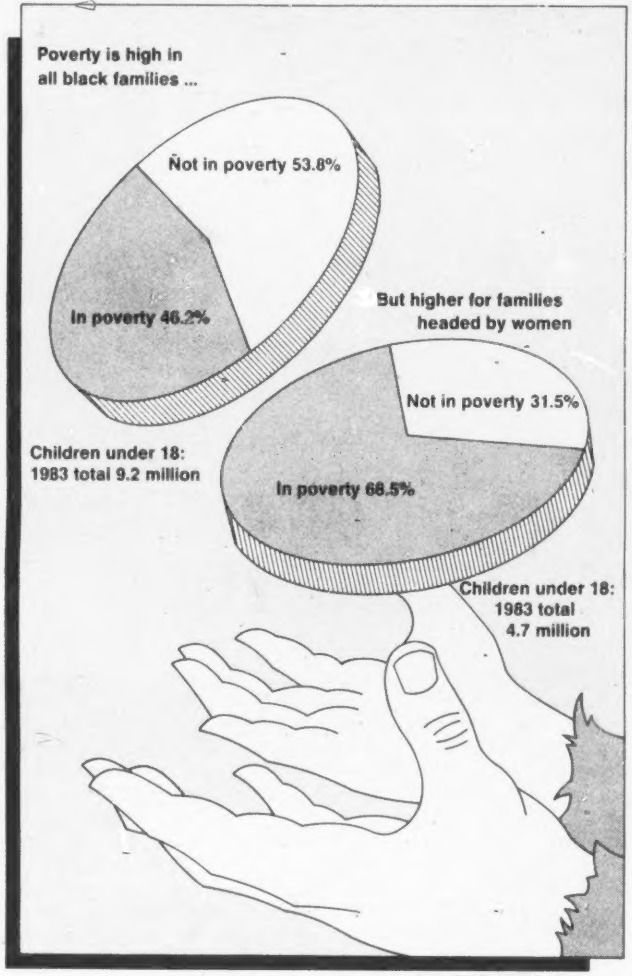
JOHN C. PHILLIPS



BRUCE DAVIDSON/MAGNUM

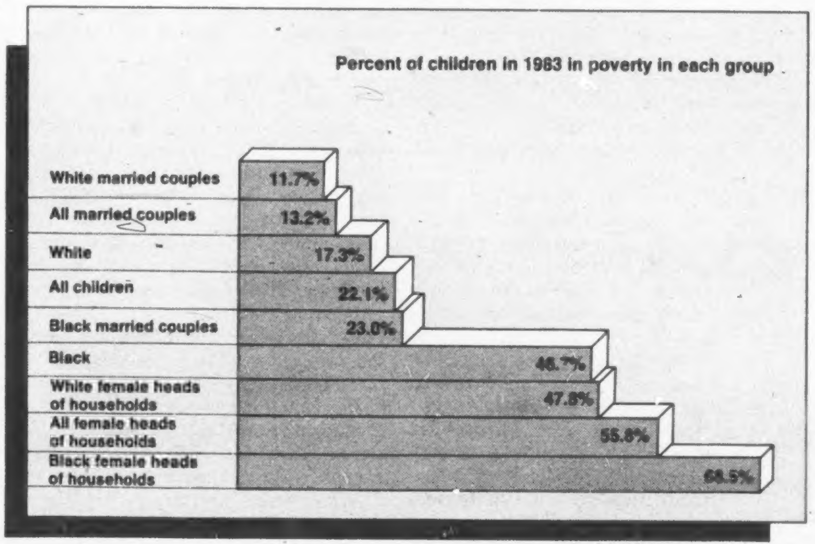
About one in four American children lives in poverty; they are the largest group of impoverished Americans. More than half the children living in households headed by single women are poor. A black child is about three times as likely as a white child to be born into poverty; a Hispanic child is more than twice as likely to be poor.

Black Families in Crisis



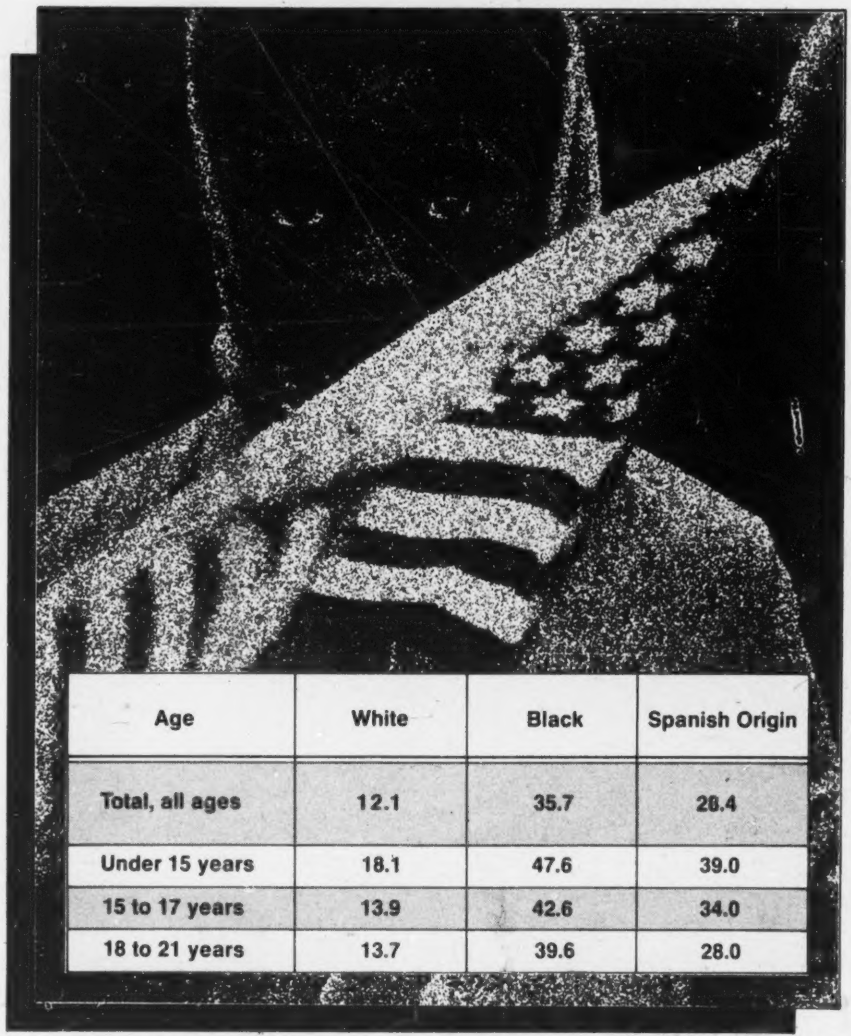
Source: U.S. Bureau of the Census

The Hierarchy of Poverty



Source: U.S. Bureau of the Census

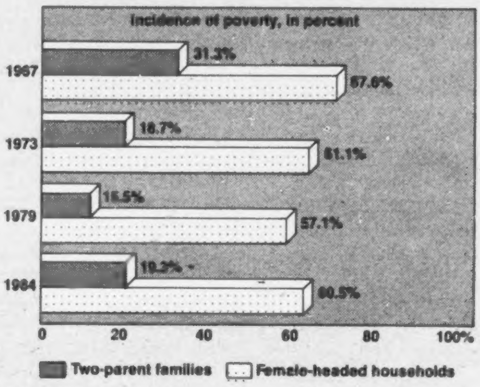
Children in Poverty: Percentages by Age and Race, 1983



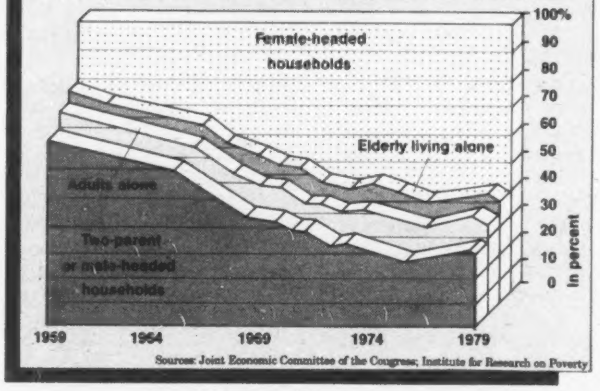
Age	White	Black	Spanish Origin
Total, all ages	12.1	35.7	28.4
Under 15 years	18.1	47.6	39.0
15 to 17 years	13.9	42.6	34.0
18 to 21 years	13.7	39.6	28.0

Source: U.S. Bureau of the Census

Black Families Headed by Women Most Are as Poor as Ever



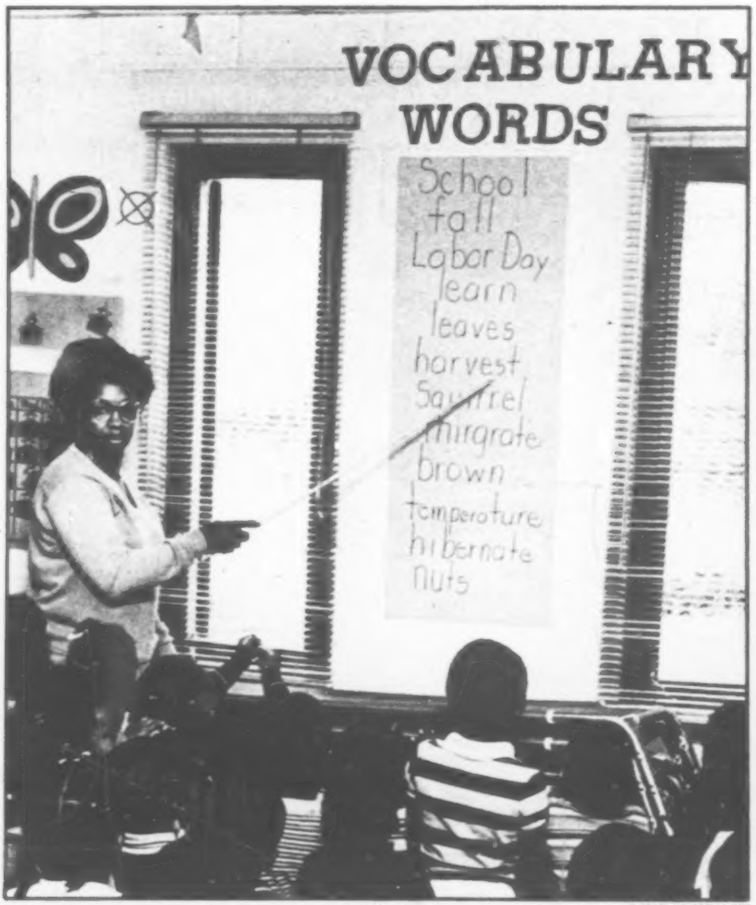
... And There Are More of Them



Sources: Joint Economic Committee of the Congress; Institute for Research on Poverty

DEMOGRAPHIC PORTRAIT

SCHOOLING



DOUGLAS GORALSKI

> We know what the problems are. We also know what the solutions are. We may not know how to cure cancer, but we know how to deal with these issues.
>
> —David Hornbeck

RICHARD YOUNKER/BLACK STAR

At Risk: Pupils and Their Teachers

In the years ahead, the population diversity that Americans consider a hallmark of their democracy will become more pronounced. For educators, that will mean working with cohorts of children more ethnically and racially diverse than ever before—and more of whom will bring with them the array of "risk" factors that bode ill for their development.

A growing proportion of America's young people will be poor, nonwhite, limited-English-proficient, and from broken families in which parents themselves lack education. Can schools prepare these generations for higher education, work, and active citizenship? Consider the record to date:

- Despite modest gains in recent years, black and Hispanic children on the average continue to score far below their white peers on standardized tests. Average scores for blacks and Hispanics on the Scholastic Aptitude Test's verbal and mathematics sections are about 100 points lower than those for whites. Black and Hispanic children also consistently score below, and whites consistently above, the national means on the various subject-matter tests administered by the National Assessment of Educational Progress.

In 1974, NAEP conducted a one-time "mini-assessment" of functional literacy among 17-year-olds. The test measured such skills as the ability to locate and dial the telephone-information number in New York City and to determine the maximum amount of medical coverage allowable under an auto-insurance policy. More than 91 percent of the white students who took the test passed. More than 40 percent of the black children and 30 percent of the other minority children who took the test failed.

- In spite of improvement over time, minority children are still far more likely than whites to drop out of high school. In 1983, more than three-fourths of all white 18- and 19-year-olds were high-school graduates; slightly less than 60 percent of all blacks and slightly more than 50 percent of all Hispanics in the same age group could claim that achievement. Data from a 1979 Census Bureau study showed that 35 percent of Hispanics and 25.5 percent of blacks ages 18 through 21 had dropped out of school, compared with only 15.5 percent of all whites of similar age.

Moreover, some educators worry that stiffened graduation and promotion policies enacted in the current school-reform movement will force even more minority students to drop out. As of 1984, only a handful of states that had raised their standards included provisions aimed at helping students who did not achieve the new goals.

- Black and Hispanic children who do graduate from high school are less likely than white graduates to enroll in college, and the college-going rate for minority graduates has been falling. Almost 30 percent more blacks graduated from high school in 1982 than in 1975, but black enrollment in college dropped 11 percent during the same period. High-school graduation rates for Hispanics increased 38 percent during that period, but Hispanic college enrollment declined by 16 percent.

The percentage of degrees awarded to minority college students is also declining. Only 6.5 percent of all bachelor's degrees awarded in 1981 went to black students, compared with 10 percent of such degrees in 1976. The percentage of master's degrees awarded to blacks also fell from 6.6 percent to 5.8 percent over the same period. The percentage of bachelor's and master's degrees awarded to Hispanic students, meanwhile, increased by less than 1 percent (from 2 percent to 2.3 percent of all bachelor's degrees and from 1.7 percent to 2.2 percent of all master's degrees).

- Even as the number of minority students increases, the scarcity of minority teachers is becoming acute. Not only are fewer minority students going to college, but a smaller percentage of those who do are deciding to major in education. Between 1976 and 1983, the percentage of bachelor's degrees in education awarded to blacks declined by 52 percent; the percentage of such degrees awarded to Hispanics climbed by only a fraction of a percent.

The growing trend toward requiring prospective teachers to pass competency tests in order to be licensed is likely to shrink the pool of minority teachers even more.

At the same time that the indicators for minority groups' academic success seem negative, the education community faces broader uncertainties about the size and quality of the overall teaching force in the years ahead.

The average age of the American teacher is now 42, and about half of the 2.1 million teachers working today will retire, resign, or die in the next six years. Meanwhile, only half as many college students are majoring in education as did so in 1972. The U.S. Education Department projects that by 1993, elementary and secondary schools will need 211,000 new teachers each year but that schools of education will be graduating only 133,000 teacher candidates, a shortfall of about 37 percent.

In many states, particularly in the Sun Belt, the shortage of teachers is already severe. Policymakers and educators are adopting alternative routes to certification, creating incentives to lure young people into the profession, raising salaries, and mounting vigorous teacher-recruitment programs.

Knowledgeable observers are contending that the real "crisis" in teaching will be one of quality. The shortage, they say, will not be a shortage of teachers, but a shortage of *qualified* teachers.

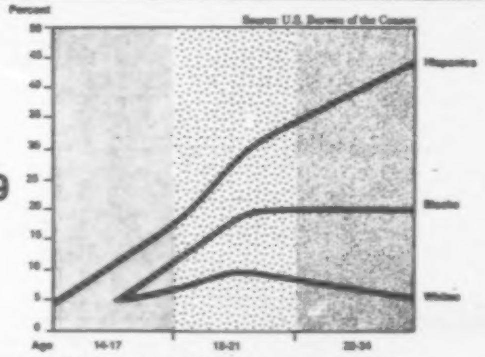
About 20 percent of all teachers are now teaching in fields for which they are not certified or eligible for certification; in subject areas such as mathematics and science, more than half of today's teachers have substandard qualifications.

Moreover, the teaching profession is attracting and retaining fewer academically able young people than it has in the past. The average S.A.T. scores of students planning to major in education traditionally have been lower than those for other students and have been declining at a relatively steeper rate in recent years. In addition, a study of women who entered the teaching profession in North Carolina in 1973 revealed that almost two-thirds of those who scored in the top decile on the National Teachers Examination had left the profession by 1980.

To assure that there is a teacher in every classroom, states and districts will very likely provide for emergency certification and alternative routes to certification. And that, many educators warn, could lead to a generation of teachers ill-prepared and ill-equipped to provide a meaningful education for the burgeoning at-risk populations. ◆

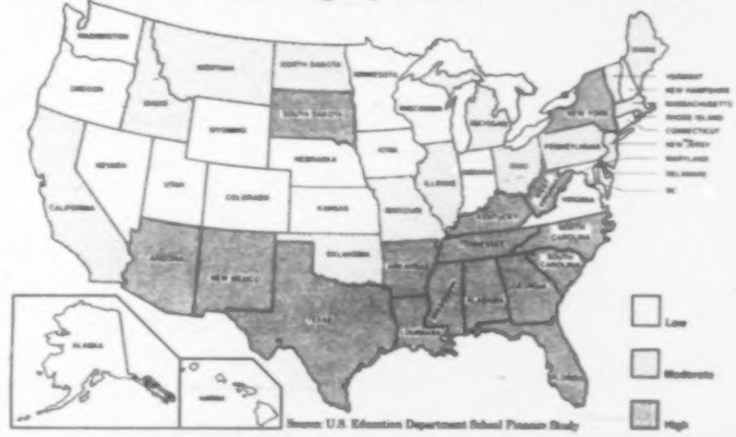
Black and Hispanic children continue to lag far behind their white peers on most measures of educational achievement. About 35 percent of Hispanics and 25 percent of blacks ages 18-21 are high-school dropouts.

Dropping Out: Rates by Age and Race, 1979



Source: U.S. Bureau of the Census

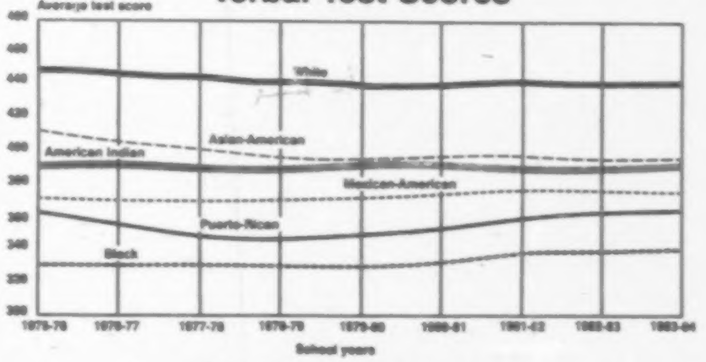
Special Children, Special Needs: A Measure of Relative Need for Special Educational Services Based on Demographic Characteristics



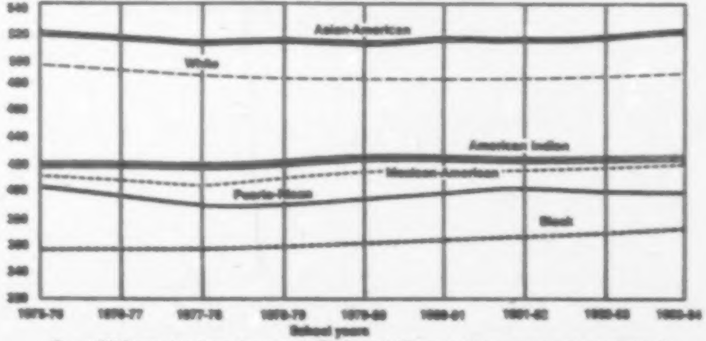
Source: U.S. Education Department School Finance Study

The Achievement Gap: SAT Averages by Ethnicity 1975-76 to 1983-84

Verbal Test Scores

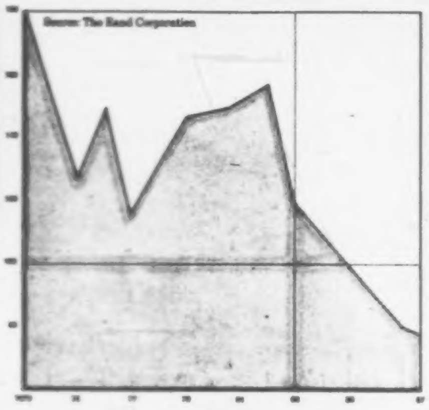


Math Test Scores



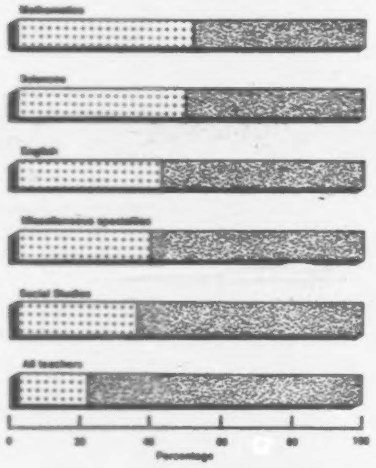
Sources: U.S. Bureau of the Census, from reports by The Journal of Educational Measurement and The College Board

The Teaching Crisis



Source: The Rand Corporation

Concerns About the Quantity of Teachers: Supply of New Teachers as a Percentage of the Demand for Additional Teachers, 1973-1987



... And Their Quality: Qualifications of New Teachers for the Field They Are Currently Teaching, 1981

Source: The Rand Corporation

▨ Certified or eligible for certification in field currently teaching

⠿ Not certified or eligible for certification in field currently teaching

Making the Grade: High School Graduation Rate by State, 1982 and 1984

State	1982 Number	1982 Rank	1984 Number	1984 Rank
Alabama	62.1	49	63.4	44
Alaska	74.7	25	64.3	41
Arizona	64.6	41	63.4	43
Arkansas	75.2	22	73.4	24
California	63.2	44	60.1	50
Colorado	75.4	21	70.9	31
Connecticut	79.1	11	70.6	33
Delaware	71.1	34	74.7	20
District of Columbia	55.2	51	56.9	51
Florida	62.2	47	60.2	49
Georgia	63.1	45	65.0	39
Hawaii	73.2	30	74.9	18
Idaho	75.8	20	74.4	21
Illinois	74.5	27	76.1	15
Indiana	77.0	17	71.7	29
Iowa	86.0	4	84.1	2
Kansas	81.7	9	80.7	7
Kentucky	68.4	39	65.9	38
Louisiana	56.7	50	61.5	47
Maine	77.2	15	72.1	28
Maryland	77.8	13	74.8	19
Massachusetts	74.3	28	76.4	13
Michigan	72.2	33	71.6	30
Minnesota	89.3	1	88.2	1
Mississippi	62.4	46	61.3	48
Missouri	76.2	18	74.2	22
Montana	82.1	8	78.7	9
Nebraska	86.3	2	81.9	6
Nevada	66.5	40	64.8	40
New Hampshire	75.2	22	77.0	11
New Jersey	77.7	14	76.5	12
New Mexico	71.0	35	69.4	34
New York	62.2	47	63.4	45
North Carolina	69.3	37	67.1	36
North Dakota	86.3	2	83.9	3
Ohio	80.0	10	77.5	10
Oklahoma	73.1	31	70.8	32
Oregon	73.9	29	72.4	26
Pennsylvania	77.2	15	76.0	16
Rhode Island	68.7	38	72.7	25
South Carolina	64.5	43	62.6	46
South Dakota	85.5	5	82.7	5
Tennessee	70.5	36	67.8	35
Texas	64.6	41	63.6	42
Utah	78.7	12	75.0	17
Vermont	83.1	7	79.6	8
Virginia	74.7	25	73.8	23
Washington	75.1	24	76.1	14
West Virginia	73.1	31	66.3	37
Wisconsin	84.5	6	83.1	4
Wyoming	76.0	19	72.4	27
U.S. Average	73.9	—	68.7	—

Source: U.S. Education Department; Office of Planning, Budget, and Evaluation; Planning and Evaluation; February 1986.

DEMOGRAPHIC PORTRAIT

LABOR FORCE

Help Wanted: Competition For the Young

Not long ago, because of the Baby Boom, businesses and educational institutions that depend upon a steady supply of young people could afford to adopt a "throw-away" attitude about potential employees and students. Those days are coming to an end.

The population of 18-to-24-year-olds reached an all-time high of 30.4 million in 1980. That group has shrunk by 5 percent since then and now stands at 28.5 million, representing 16.2 percent of the total population. During the next 15 years, that young-adult group is expected to decline by more than 7 million. Because of the current baby boomlet, it will rebound slightly shortly after the turn of the century and then will begin falling once again.

The coming changes have not been lost on America's business leaders. "Over the next 10 to 15 years, the workforce will undergo a major change in composition," notes the National Alliance of Businesses in a recent report on employment policies of the future. "Most striking will be the growth of less well-educated segments of the population that have typically been the least prepared for work. The number of minority youth will increase, while the total number of youth of working age will decline. The number of high-school dropouts will rise as will the number of teen-age mothers. At the same time, entry-level jobs will increasingly require basic, analytical, and interpersonal skills."

"Will our youth be able to meet these requirements or will they become a part of a growing underclass with no hope for employment?" the report asks in what is more than a rhetorical question.

What sorts of jobs await America's youth? During the late 1970's and early 1980's, 20 million new jobs were created by the nation's businesses; only 5 percent were in manufacturing, while 90 percent were in the service and information industries.

Much has been written about the impending employment boom in high-technology industries. However, those businesses now provide only 6.2 percent of all jobs in the United States and are expected to provide only 6.6 percent of all jobs by 1995. Moreover, fewer than 4 percent of all workers employed by such businesses are actually involved in "high-tech" work; the vast majority are assemblers, clerks, janitors, and other laborers.

Most of the new jobs that will be created in coming years will be in low-paying categories. According to the Bureau of Labor Statistics, 1 out of 5 people who graduated from college in June 1985 will work in a job that requires no college training at all. By 1990, 75 percent of all new jobs will require only minimal education or technical training beyond the high-school level.

The result, some observers predict, will be the creation of a bi-polar labor force. Few people will hold high-paying jobs requiring high levels of skill; the vast majority of workers will be locked into low-paying, low-skill positions. The American middle class, they say, is disappearing.

But not all experts agree on that scenario. Some contend that technological advances are creating a need for higher skill levels in the workforce and that adult work-related education is of paramount importance. Moreover, they argue, the better educated the workforce, the more sophisticated the economy is likely to become and the more likely that higher-level jobs will be created.

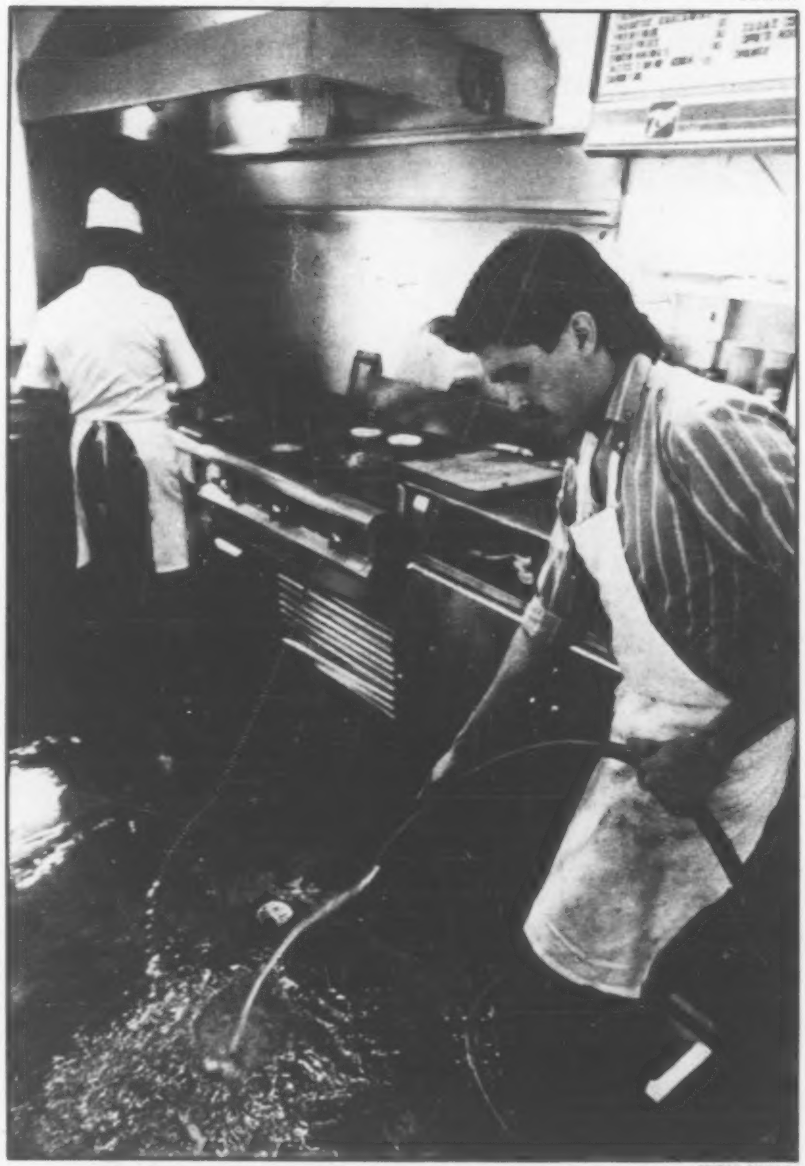
A large segment of the minority youth population has looked to the military as a means of escaping poverty since the integration of the armed services in the 1950's. And as the young-adult population declines, the military will find itself in competition with business and higher education for the young men and women it will need to replenish the ranks of its All-Volunteer Force.

The military, like other social institutions, will draw its recruits from a pool of young adults that will include many in the at-risk population. But technological advances in weaponry and support services may close the door to a career in the military for such disadvantaged candidates.

The Army, whose manpower needs are the greatest among the armed services, inducted 125,500 recruits in fiscal 1985, or about 1 in 12 of the eligible population in the 17-to-19 age group. Overall, the armed services will require about 315,000 recruits annually through 1991 to maintain the current status of the All-Volunteer Force, or about 1 of every 4 17-to-19-year-olds.

Today, all military recruits must have a high-school diploma or must score above 50 percent on the Armed Forces Qualification Test. With the high-school completion rate for minority 18- and 19-year-olds hovering around 55 percent, it is clear that a career in the military is no longer an option for a significant percentage of these young adults. It is equally clear, some say, that a draft will eventually be necessary to maintain the armed forces at a level adequate for national security. ◆

U.S. ARMY

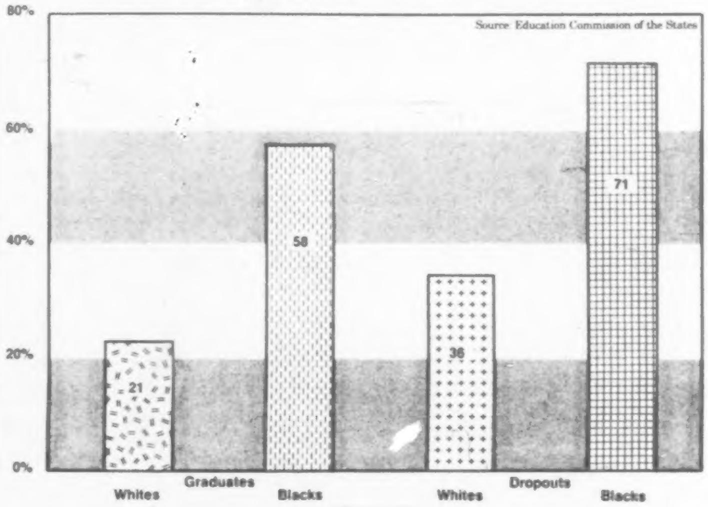


JOHN C. PHILLIPS

When people reach retirement age in the future, there better be enough well-educated people out there working to pay for Social Security.
—Raul Yzaguirre

MARTIN A. LEVICK/BLACK STAR

Out of School, Out of Work: Unemployment Rates Among High-School Graduates and Dropouts, by Race, 1982



Source: Education Commission of the States

Where the Jobs Will Be:

Largest Number of New Jobs

Occupation	Growth in employment in thousands, 1978-90
Janitors and Saxtons	671.2
Nurses' aides and orderlies	594.0
Sales clerks	590.7
Cashiers	545.5
Waiters/waitresses	531.9
General clerks, office	529.8
Professional nurses	515.8
Food preparation & service workers, fast food restaurants	491.9
Secretaries	487.8
Truck drivers	437.6

Source: Monthly Labor Review.

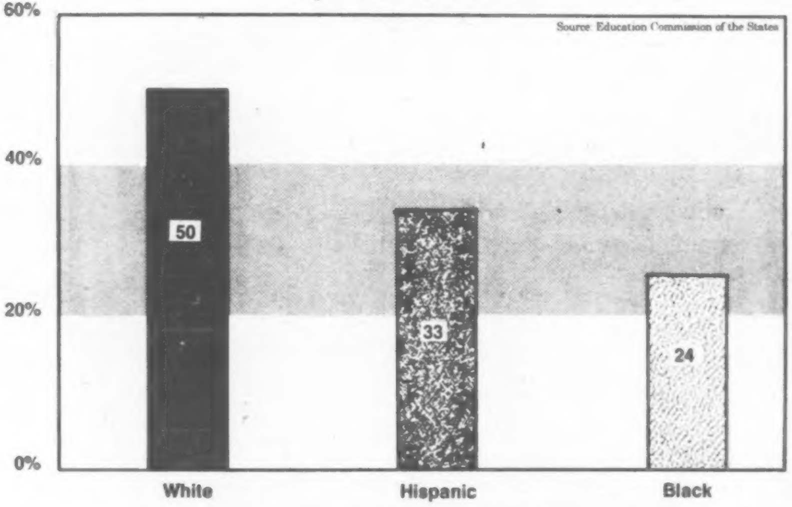
Most Rapidly Growing Occupations

Occupation	Percent growth in employment, 1978-90	Number of new jobs by 1990
All occupations	22.5	21,980,000
Data-processing machine mechanics	147.6	96,572
Paralegal personnel	132.4	39,310
Computer-systems analysts	107.8	203,357
Computer operators	87.9	151,100
Office-machine and cash-register servicers	80.8	40,668
Computer programmers	73.6	153,051
Aero-astronautic engineers	70.4	41,315
Food preparation & service workers, fast food restaurants	68.8	491,900
Employment interviewers	66.6	35,179
Tax preparers	64.5	19,997

Source: Monthly Labor Review.

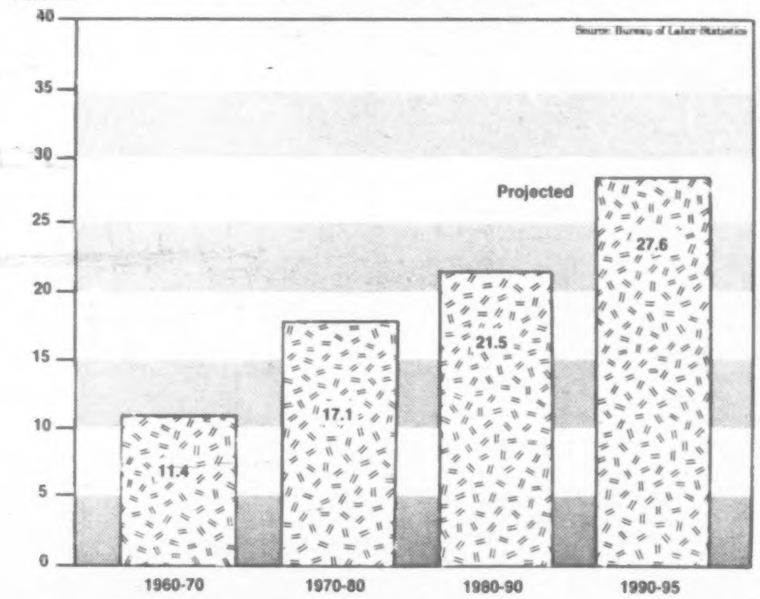
Business, the military, and academe will be competing for a declining number of young people—many of them "at-risk" youth. To maintain present levels of manpower, for example, by 1995 the military will need to attract 55 percent of all eligible 18-year-olds.

Looking for Work: Teen-age Employment by Race, 1985



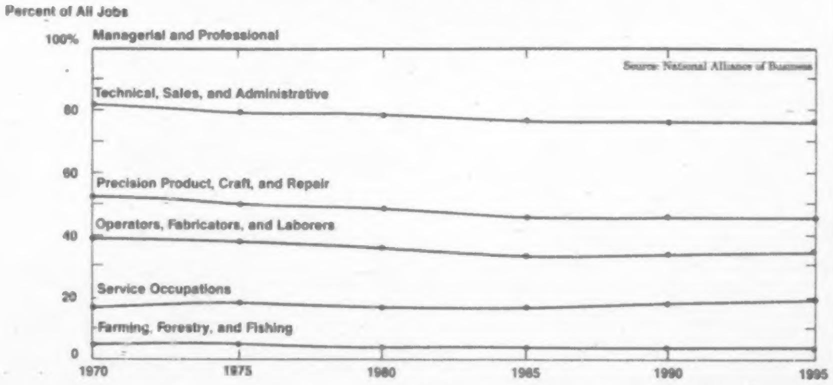
Source: Education Commission of the States

Black Workers: Percent Share of Labor Force, 1960-1995



Source: Bureau of Labor Statistics

The Changing Economy: Occupations as a Percent of All Jobs, 1970-1995



Source: National Alliance of Business

ROUNDTABLE

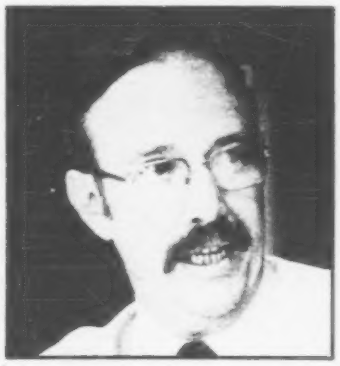
ISSUES

Diversity, Class: 'Different Issues'

The Panelists

Chester E. Finn Jr. *is assistant secretary for educational research and improvement and counselor to the secretary of education in the U.S. Education Department.* ▶

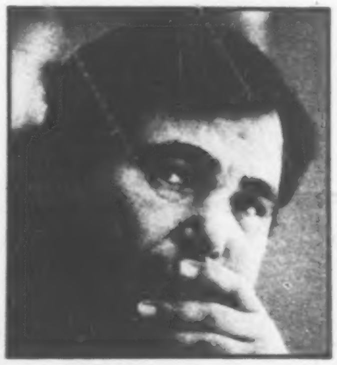
◀ **Harold L. Hodgkinson,** *former director of the National Institute of Education, is scholar in residence at the American Council on Education in Washington.*



David L. Hornbeck *is Maryland's superintendent of schools and president-elect of the Council of Chief State School Officers.* ▶

◀ **Lee R. McMurrin** *is superintendent of the Milwaukee Public Schools.*

Donald Smith, *immediate past president of the National Alliance of Black School Educators, is professor of education at Baruch College of the City University of New York.* ▶



◀ **Raul Yzaguirre** *is president of the National Council of La Raza, a Hispanic civil-rights organization.*

PHOTOS BY DOUGLAS GORALSKI

Education Week: Social and demographic forces are reshaping our society in profound ways—the dissolution of the traditional family, the massive influx of immigrants, the increasing number of at-risk children, the growth of the elderly population and the shrinking of the younger population. How serious is this situation for the nation and its schools? What are its dimensions?

Harold L. Hodgkinson: One dimension is what is happening to the family in the United States. Only 4 percent of the households are traditional families—mother, father, two school-age children. Twenty-two million people live alone. There has been a steady decline in the percentage of family households with children in public schools. In Livonia, Michigan, for example, 1 household in 18 has a child in public school.

Many people are not aware of the population changes within their state. I was in Indiana yesterday speaking to a state-sponsored conference of 1,400 people. Indiana is experiencing a fairly significant increase in the minority population and an increase in poverty in most of its urban areas. Yet there must have been 50 people who came up afterwards and said, "Why hasn't anybody told us about this?"

The thing about demographics is that you can follow these cohorts through and it doesn't take you 14 years to make conclusions about your entering freshman class at Purdue. They were born 18 years earlier.

David Hornbeck: In Baltimore City, 9 out of 10 teen-age births are to young women who are unmarried, and we have a high school in Montgomery County with 79 countries represented and 39 languages. We look at issues of increasing poverty on a daily basis.

Though we have a relatively decent equalization formula in Maryland, there remains a $1,900 per-pupil expenditure gap between the highest-spending system and the lowest-spending. That means a difference of $60,000 between one classroom of 30 kids and another classroom of 30 kids.

Mr. Hodgkinson: In Los Angeles last week, I saw an elementary-school teacher who was teaching a class of 31 children in the 3rd grade, and the 31 children spoke six languages, none of which was English. The teacher has one year of Spanish in her collegiate training.

I mentioned Indiana, where the diversity is low. But the tolerance for diversity in that state is also low. If the student body in Indiana goes from 10 percent minority to 15 percent, that is an issue. Just as it is an issue in elementary schools in California where more than half the students are not white.

How tolerant will we be of the new racial and ethnic diversity that is coming into the system? Each part of the country will have to deal with that question.

Chester E. Finn Jr.: There is a huge distinction between the diversity issue and what I would call the underclass issue. They are really very, very different, and they keep getting commingled in data and in various reports that have attempted to look at the changing population of American schools.

Diversity means that we have more nationalities, languages, cultures than we used to and in larger numbers. This is a trend. It is not necessarily a problem. It has one set of implications, and they are not brand new implications for a country that has always been a melting pot country. The problems may be larger in scale than they have been in the past, but they are not fundamentally different than those we have dealt with in the past.

That is one set of things. The other involves very worrisome data about social decay in the form of poverty, illiteracy, illegitimacy, other things that are signs of social pathology, underclass issues. That carries with it a whole set of problems and implications, but they would be problems even if there were no diversity.

Donald Smith: We have never had a national policy that welcomes diversity when that diversity includes peoples of all cultures.

The diversity that has been welcomed here typically has been the European diversity. It has not been African and Latin American diversity. As we address the question of diversity, we have to bear in mind that some groups are favored and some are not. We have to come to some national consensus about diversity and about language.

Raul Yzaguirre: We ought to put the so-called immigration problem in perspective. As a percentage of total population, the proportion of immigrants was much greater at the turn of the century. It is not as though we're inundated by immigrants. The problem is that the immigrants are much more diverse and that does present some challenges for us. Immigration is not a huge numerical problem, nor is it a new problem for this society.

Mr. Hodgkinson: It is new in the sense that the concentrations of these populations are not distributed evenly across the country and it does have a heavier impact certain places than others. I would take exception to Checker Finn's clear, somewhat rigid dichotomy between diversity and underclass. Certain groups clearly are more likely to be in the underclass than others. There is a strong relationship between race and poverty.

Lee McMurrin: We had a legislative group visit a Milwaukee school recently, and the pupils displayed a big sign that said welcome in 27 different languages because those languages were represented at that one school. Some would see that as negative. I see it as positive because that kind of diversity should enrich the education of the children.

Our problem is that we have a concentration of population that has been traditionally disadvantaged in America. And what has been true historically for them will continue to hold true as they move in larger numbers to our cities—unless we do something about it. Direct action will have to be taken or these disadvantaged will not naturally move through the system. They will not naturally move into universities. They will not naturally move into jobs that they should have because roadblocks have been set up that close access to the opportunities and institutions that are open to other groups.

E.W.: What kinds of roadblocks?

Mr. McMurrin: Poverty is probably the greatest roadblock these children experience in our city. Just 10 years ago, when I came to Milwaukee, 28 percent of the children lived in poverty; now it is probably 65 percent. And the poverty is more severe. It affects the families to a greater extent."

Mr. Finn: Can we resist the easy assumption that this kind of poverty, which is a real problem, is either an urban or a minority problem? Has anybody been to New Hampshire lately or to eastern Tennessee and looked at impoverished, white, drifting families living in trailer camps, kids going a few weeks to school here and a month there and living somewhere else with some other relative, some other member of the family?

This is not exclusively an urban phenomenon. It is not a minority phenomenon. It is a class and economic phenomenon, and it is a real one. If it is a barrier, it is a barrier for people of all kinds who experience it.

Mr. Hornbeck: Is it not the case that if you are black you are more likely to be poor and unemployed than if you are white? Isn't that a fact?

Mr. Hodgkinson: There's no question.

Mr. Hornbeck: Is it not natural, then, to conclude that while we clearly have a problem that relates to the poor whites, there is an exacerbated problem as it relates to poor blacks?

Mr. Smith: When I was director of the Center for Innercity Studies in Chicago, we used to work with a diverse population—black people on the south and west sides, Hispanics living on the south side, a few on the north side, Native Americans, people from the southern mountains. A critical distinction I observed at that time was that most poor whites felt they were poor because they were down on their luck or didn't meet job requirements, didn't have the skills. But most minorities felt very clearly that even luck and job skills were not the entire quotient, that their skin color was a major factor holding them back.

When we talk about the poor, we have to remember that the nonwhites are stigmatized groups and their feelings about themselves clearly relate to their aspirations and their degree of belief that they have some control over their own destiny and that there is some degree of fairness in the land.

Mr. McMurrin: In many states, the majority population or the influential population will not give attention either to minority children in urban centers or to the poor who live in rural areas.

E.W.: If there is an underclass, does it really make a difference whether it is black, Hispanic, or white? Are there any statistics that suggest there is an increase or decrease in the proportion of white poor as opposed to the proportion of poor minorities?

Mr. Hodgkinson: It is clear in the heartland states that there is an increase in poverty among rural whites as a percentage of whites overall in the population. But even with the increase, it is nothing compared to the percentage of poverty among other groups, rural or urban.

Mr. Yzaguirre: Obviously, there is an underclass, and obviously a majority of the underclass are white—two-thirds are white. But that is not the real issue. The question is: To what extent is poverty an intractable, almost unsolvable kind of problem for different populations? When you talk about the real underclass, when you talk about people who are third-generation poor, then you are talking about blacks, Hispanics, and Appalachian whites and Native Americans. With those populations, poverty seems to be permanent.

Mr. Smith: The problem is one that requires a comprehensive approach. It is the problem of employment, health, housing, education. The school can do only so much. I'm not sure that the schools now do as much as they can, but we have to recognize their limitations. Who bears the responsibility for bringing the other segments together to address what is becoming a national crisis? Who bears that responsibility?

◆

ROLAND L. FREEMAN/MAGNUM

BARBARA HADLEY

SOCIAL SECURITY-
NOT INSECURITY!
RENT
OFFICE FURNITURE
FAST
MARTIN A. LEVICK/BLACK STAR

I Have A
STEPFAMILY
I FAILED
My Mom Is Always
HITTING ME
My Dad Is
UNEMPLOYED
"WHY WAS I
ADOPTED?"
BRIAN MARCK

DIANE [illegible]/BLACK STAR

ROUNDTABLE

IMPLICATIONS

'The Dropouts Go on Everyone Else's Rolls'

E.W.: What are the implications of these "intractable" social problems and powerful demographic forces for society and for the schools?

Mr. McMurrin: They present us with a very tough task, I can tell you that. For instance, Head Start has only served a small proportion of those who were eligible and those who need it. Head Start ought to be part of schooling and it ought to be identified with schooling and look like the first step of schooling.

Mr. Smith: We talk about at-risk children and their increasing numbers. We need also to look at the risks that those at-risk children pose for the larger society if something does not happen to improve their circumstances and their condition.

Those of us who live in cities are acutely aware of what will happen when large numbers of young people are out on the streets and become victimized by drugs, victimized by a lack of job opportunities.

They will survive as they have to survive, and the entire infrastructure will be at risk. Everybody is going to be at risk. How to deal with that is a major question. It is not just a question of what is humane to do for the at-risk children; it is a question of what must we do for our own personal survival.

Mr. Yzaguirre: We've got to find a way to make it clear to the public that it is in their best interest to support education and to address these problems. It is not a matter of altruism. When people reach retirement age in the future, there better be enough well-educated people out there working to pay for Social Security.

Mr. Hodgkinson: In about eight states, a war between the generations is likely just because of the rapid increase in the number of people over 65, which is the most rapidly growing segment of the population. There have to be a certain number of workers who generate the retirement dollars. When my father retired, about 17 workers paid the Social Security taxes for his benefits. It's 3.4 now and it's going down. In 30 years or so, when the Baby Boomers begin retiring, you'll see an incredible dependency of that group, which is very, very white. Somebody is going to have to cover those costs.

E.W.: Is the "somebody" you refer to the generation that includes a growing at-risk population?

Mr. Hodgkinson: Yes, and it will be much smaller in size than the generation it will be supporting. The assumption in the public press has been that minority fertility rates are going up, and they are not. The critical factor is the decline in white fertility from an average of 2.8 or so births per woman during the Baby Boom to 1.7 today. Indeed, this is also a problem in Western Europe. England, France, West Germany, and Italy have had major national conferences on this topic. Their populations are unable to sustain their present size. The white population is about 18 percent of the world's population now and going down.

Mr. McMurrin: The students the schools lose—dropouts is one definition—go on everyone else's rolls. They get on the municipal court's rolls because they're involved in crimes; they go on the juvenile court's rolls; they go on the social-service rolls. They become a lot more expensive to society than the cost of educating them. But that is a very, very difficult concept to get across to society at large.

E.W.: Has the dropout problem become worse?

Mr. Smith: Yes.

Mr. McMurrin: Yes, in cities.

Mr. Finn: It hasn't for decades. The high-school-completion rate has been hovering at the mid-70 percent level. It hasn't changed much in a long time. Why will it become worse?

Mr. Yzaguirre: It's a differential problem. It has gotten to be much more of a serious problem for Hispanics. There have probably been improvements in the white situation, but there is more of a problem for blacks and Hispanics.

Mr. Hodgkinson: It is clearly differential. In Minnesota, about 85 percent of the young people graduate from high school on time. In Mississippi, it's about 62 percent.

It is true that in 1900 about 10 percent of young people graduated from high school. So we've made great progress. But retention appears to be dropping.

And attendance is falling sharply because truant officers no longer have any authority. In California, a study completed last month indicates that when you do make kids go to school, daytime burglaries drop—30 percent in the city of Stockton, for example. The kids who aren't going to school are going to get into some kind of trouble.

Mr. Smith: The situation is going to get worse. And here's why. For African Americans, dropout rates in some of our major cities—like New York and Chicago—already are at an epidemic level. In fact, it was recently discovered that the dropout rate in New York City, which had been estimated at more than 70 percent for both African Americans and Hispanic Americans, was based upon those who left school after the 9th grade. The percentage did not include those who dropped out before that, in junior high school. That makes it worse. And the circumstances that cause dropouts continue to get worse.

We have allowed the African American family to disintegrate. Thirteen-year-olds are having children they are in no position to nurture and no position to give values to.

The unemployment rate among that group is appalling. Those young women who are giving birth to children cannot be employed. Very often, the father is nowhere to be found, so they are living in poverty.

The poverty rate is increasing. The dropout rate is increasing. Teen-age pregnancies are increasing. Incarceration rates are increasing. We already have a crisis and it is going to get even worse if there are not major interventions.

I attended the National Forum on Excellence in Education in Indianapolis in December of 1983 to follow up on the "Nation at Risk" report. Neither that report nor its major follow-up conference concerned itself with dropouts, with the education of minorities.

There is no national leadership and very little local leadership on the crises that I am talking about. In New York State, the Regents' plan didn't even mention the word "dropouts"—as if the problem doesn't exist. But New York State has the 5th-highest dropout rate in the nation, and New York City is the worst.

We are going to have to face the issue very soon or it is going to consume us.

E.W.: If the reform movement is exacerbating these problems, are its higher standards going to do more harm than good in the long run?

Mr. Hornbeck: The success of the school-reform movement in this regard is going to depend on what sort of support mechanisms are adopted to help kids meet the higher standards.

Mr. Finn: If we are going to have meaningful standards that kids are going to be held to—and that is certainly the central concept of the reform movement—we have got to make those standards plain the first day of 1st grade. We've got to make this clear from the instant the kid encounters education—what he is going to have to do by tomorrow, what he's going to have to do by next week, what he's going to have to do by next year. Then we've got to apply these things fairly, firmly, and with support all the way along.

Mr. McMurrin: Standards aren't bad in themselves. People are beginning now to think maybe the standards are too high and there's something wrong with the standards. But there is something about standards that creates higher expectations, which we need for our students and the teachers.

Mr. Smith: There's no question about the need for high standards, but there are some very important considerations in attempting to achieve them.

The school system, the state legislature, the federal government must be willing to provide the kinds of resources that are necessary to help children who have been neglected for many years to reach those standards.

If there are high levels of expectation for children, then teachers ought to have equally high levels of expectations that those children can be taught and they can learn.

If these things are present, at-risk children can achieve higher standards.

Mr. Yzaguirre: It is great to raise the hurdle, but you've got to provide better coaching as well. Because if all you're doing is raising hurdles, then fewer people will be able to go over them. That really doesn't accomplish anything.

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FRED ZIMMERMAN

ROUNDTABLE

OUTLOOK

'The Gap Will Not Close on its Own'

E.W.: Are the schools in a position to do more, or better, with the at-risk population as things stand now?

Mr. McMurrin: There are some windows of opportunity now with these children. For instance, we have all the knowledge we need about how early intervention for 3-, 4-, 5-year-olds, for example, can influence a child's future. We don't need any more research. What we need is action.

Mr. Hornbeck: The single most important initiative that we can take would be to provide the opportunity for more kids to become involved in early-education programs. Now the opportunity is generally only available to the affluent, not the poor.

Mr. McMurrin: They can't get early education because of the economic constraints—the schools don't have the money. And there's not enough public support for early-childhood education.

Mr. Finn: I'm going to have to demur again. Since the 1950's, per-pupil spending in constant dollars in public schools in this country has tripled. There is quite a lot more money being spent on public education today than there has ever been before per teacher, per pupil, per everything.

Mr. McMurrin: But look at the burdens we're carrying. We have youngsters who are handicapped and it can cost $20,000 a year just to get them to school because they are brought in an ambulance. We have youngsters who used to be institutionalized.

Mr. Finn: These represent conscious choices to do more for some children.

Mr. McMurrin: Schools have been given these additional tasks. Some of the tasks we did not have before. Someone else did them, and the dollars were appropriated someplace else. Or they weren't done at all.

Mr. Finn: Perhaps the public support has shifted its focus to handicapped and non-English-speaking. But that is not evidence of diminishing public support. It is evidence of a shifting allocation.

Mr. Hornbeck: Isn't the issue not whether funding has gone up or down, but whether we have enough to do the job?

In Baltimore City, we don't have enough money for preschool programs. I don't know whether we have less than we did in 1940 or more, and I don't care. The fact is, in 1986 we can't have a preschool program.

Mr. Finn: What are you doing with your money? Baltimore must be spending close to $5,000 per pupil.

Mr. Hornbeck: No, it's about $2,800.

Mr. Finn: Most other big cities are spending more than the national average, which is close to $4,000.

Mr. McMurrin: But you need to compare the cities with the surrounding suburbs. I bet you'll find Baltimore's spending is about half that of some of the suburbs.

Mr. Finn: But the State of Maryland has chosen to organize its school financing in a way that causes those suburbs to be spending more than Baltimore City.

Mr. McMurrin: Financial reform favored the suburbs and hurt the cities, and it is called an equalization program.

Mr. Finn: But this year almost $4,000 was spent for each public-school student, on the basis of average daily attendance nationwide. Using the formula of 30 kids per classroom, that works out to an average investment of $120,000 per classroom across this country in public education. It is not equal. I've been in public systems where it's $7,000 per pupil. It is not uniform, but it is a very, very large amount of money, and it is legitimate to ask what it is buying.

Mr. Yzaguirre: Yes, we ought to be asking the question of what our money is buying. And we should ask how we can improve what we are doing with the existing resources. But the fact remains that even if per-pupil expenditures are increasing, they are not increasing enough. National defense costs more today than it did a long time ago, and many important people say we don't spend enough on that.

The question is, how much do we need to spend, and are we spending that much?

Mr. Hodgkinson: It's a means-versus-range issue. Checker Finn quotes means, and I tend to quote ranges. Whatever the national averages, teachers in Mississippi are not making any more money than they were five years ago. You can find 150 good urban minority high schools that are performing at an incredibly high rate; you can also find 150 big urban high schools that are doing absolutely abominably.

But I have to say also that I see some really quite exciting things happening. And a lot of them were in place long before "A Nation at Risk." Such things as Wisconsin's grandparents-responsibility law. If your 17-year-old son gets a 17-year-old girl pregnant, you as new grandparent don't get congratulated, you become responsible for the financial well-being of that child.

There is an elementary school in Cleveland, Ohio, which is 90 percent black and boasts achievement scores above the national average on every kind of test. The average parental income is about $10,000, but the kids are doing extremely well.

The school follows a very simple formula: A principal who really encourages leadership in the classroom and parents who are involved—and 10 percent of their parents are from conventional families. The officials at that school realize that it's easier and cheaper to keep pupils at grade level from the first day of school than it is to try to get them back up to grade level several years later.

Mr. Finn: When we talk about ranges rather than means, though, we are left with that statistical paradox that we are apt to continue having half below the average no matter what we do over time. One of the more interesting developments of the reform movement over the last few years is occurring in places—particularly states like Mississippi that found themselves on a below-average side of the range—that are working like the dickens to get themselves up to the average. Some of the historically most advanced states, on the other hand, may have something to worry about if they don't get off their tails.

The outlook can shift from a kind of pervasive gloom to a reasonable degree of optimism when you shift from the question of "how are we going to solve the problem of underclass children?" to the question of "what are the characteristics of a very good school that does what is within its power to do for all the children attending it?"

That may not solve your underclass problem, but it is possible to model the kinds of changes Bud Hodgkinson talks about.

Mr. McMurrin: Milwaukee has just released a report of a 10-year study of school achievement throughout the grades in reading and mathematics. That report shows that the white and black scores are both improving and the black population is going up faster, though there is still a gap. And that is true in other parts of the country. If you just drew those trend lines out, they would converge in about 8 to 10 years.

In order to achieve that, however, we will have to have additional resources. The gap will not close on its own. This kind of progress didn't just happen. We had school-effectiveness programs in Milwaukee. We listed our 120 elementary schools from high to low, and we picked the 20 schools that had the lowest test scores over a period of three years, and we said, "You will join Project Rise, our effective-schools project." They have been rising to individual scholastic excellence ever since then.

Progress can be made, but it takes intervention.

Mr. Finn: We should not overlook minority progress and the evidence of growing middle-class success stories.

E.W.: What is the formula for that success?

Mr. Hodgkinson: Public concern, getting people to do what is right.

Mr. Hornbeck: One of the most intriguing pieces of the effective-schools research demonstrated that in any school that really made progress, you really had to take seriously the achievement of kids, and that is correlated highly with expectation. In my state, Montgomery County made a decision two years ago that one of their five top priorities was to deal with the issue of minority achievement. They have concentrated their resources on that, and they are now seeing impressive results.

The issue is not whether kids are improving on the average. The average by definition means there are a whole bunch of kids above and a whole bunch of kids below. The issue is whether every single kid is receiving the kind of care and concern and attention and high expectations and high standards with the support that is necessary for that kid to achieve.

If the commitment and the resources are there, you're going to see more blacks and whites moving into the middle class.

Mr. Finn: No, sir, you're not going to see the emergence of the middle class. You're going to see the limits of public policy at causing the emergence into the middle class. You're going to see better schools for these kids, and you will see improvement in scores, but the formula, if there is one, has got to include motivation and energy.

Public policy can eliminate barriers and provide resources, yes, but it cannot supplant the need for people to make something of themselves and organize themselves and their family and their children in such a way that their children end up better off than the parents.

That upward mobility is maintained in very substantial part by private action—family, community, church-group, and neighborhood action.

E.W.: But how do you instill motivation and pass on values when the family is deteriorating as a social institution?

Mr. Finn: You start by recognizing that this is an extremely serious and intractable problem. It is a problem far, far larger and more pervasive than the education system, and further, alas, it isn't going to be solved within the education system. We should not get ourselves into another round of overpromising that the education system is going to solve problems that it is incompetent and powerless to solve. The kinds of social pathologies that are described in certain typical underclass literature are not within the power of schools, even good schools, to solve.

We're talking here about something that has been with us for a very long time. It's getting worse, affects many aspects of society, and has not proven susceptible to conventional public-policy solutions in the welfare, health, and education domains.

Indeed, there is one line of thought that says that these problems have been exacerbated by public-policy interventions, and that dependency has been created thereby.

Mr. Hodgkinson: That tells us what won't work. I've heard a great deal about why social programs don't work, despite the data that they do—Head Start, for example. What is this Administration proposing that will work?

Mr. Hornbeck: I couldn't agree more that the problem of values is getting worse, and schools aren't going to solve it alone. But that doesn't fully address the issue.

The question in part is: Should the schools be any part of the solution? Should we continue the role of moral eunuch? Should we continue to act as if the value question is not part of the solution to those problems, when we have a group of youngsters who are in our institutions, for better or for worse, six hours a day for 12 years?

If the answer is no, schools have no responsibility and all of that belongs to the private sector—the church, the family, business—then it is easy for us.

If the answer is yes, you bear part of the responsibility, then the question is: What part and what initiatives and what programs do we need to meet that responsibility?

At the moment, schools don't see instilling values as part of their agenda. Since the 1960's, they really have set that responsibility aside. They have approached issues of values in a relatively sick way. They say everybody's values are as good as everybody else's, and that is plain wrong. We are contributing to the problem rather than the solution by adopting that perspective.

Mr. McMurrin: Certainly the educational system is important to these poor children as they come through the schools and take their place in society. But we also need to assist their parents with jobs and with socioeconomic amenities that have to do more closely with the middle class.

I have sat in discussions of whether we have a choice to be segregated. We don't have a choice. When school enrollments in some states are 50 percent minority, they don't have a choice. When cities are 50 percent or more minority and metropolitan areas are 30 or 40 percent minority, they don't have a choice. People can fight it, they can delay it, and they can make it miserable for the minority children and their parents. But they can't stop it. It will just prolong the misery. We've got to come to our senses as a society and mainstream all of the minorities and give them equal access to all of the opportunities. Otherwise, we're facing problems in schools that we can't overcome.

Mr. Yzaguirre: For middle-class kids, it really doesn't make all that much difference what kind of school environment they have. They can go to bad schools but have enough protective and supporting things happening around them so that they will do okay. But for disadvantaged kids, the difference between a good school and a bad school makes all the difference in the world. So public policy and institutions have a differential impact on different populations.

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ROUNDTABLE

PRESCRIPTIONS

'Who Bears the Responsibility?'

E.W.: We have been talking about the markedly changing characteristics of American society and the implications of those changes for schools. Let's turn now to questions of long-term policy. Lee McMurrin has used the word "intervention." Are policy interventions called for in view of the emerging demographic realities? Who should do what and for what reasons?

Mr. Smith: The National Alliance of Black School Educators produced a report entitled "Saving the African-American Child." It was our own recognition that if there had never been "A Nation at Risk," our children were still at very great risk.

The report called for academic and cultural excellence, because one of the major causes of poor achievement of our children is a belief by teachers, communities, parents, and the children themselves that they are unworthy, that they don't have the capacity for high levels of achievement. And when this belief is pervasive among those who teach, those who administer, the parents, and the children, then it becomes a self-fulfilling prophecy.

People speak of blacks and Hispanics as "racially isolated." By definition, if you say that they are racially isolated, you are implying that unless they are racially mixed, there isn't much hope for them.

Mr. Yzaguirre: You don't say that an all-white school is racially isolated.

Mr. Smith: Exactly. And therefore that there is little hope for the students in it. There is no question that the curriculum of the schools in the United States is a curriculum that places Europeans at an advantage and places other groups, particularly those who are at great risk—blacks and Latinos and Native Americans—at a disadvantage. The truth of their existence, their contributions historically, their contributions to this country today, simply are not present in the curriculum.

So when a child sees the reality of the outside—the slums, the nonworking parents, the drug addiction—and then goes into the school and sees no evidence there of any worthiness of his or her group, then it is not surprising that there is considerable disbelief by the child in himself and in his group.

But scholarship began in Africa. The first universities were in Africa. The academic disciplines began in Africa when scholars from Asia and Europe went to the universities in Sankore and Timbuktu and other places to learn. This simply is not known. Not only is it not known by black children, it is not known by white children either.

The revelation of what is true can make a difference in how all groups feel about themselves. Not only is it correcting the distortions of reality for minority children, but it also corrects the distortions for majority children, too, and this is terribly important.

When one-third of the American population are minorities, we have to think about the education of all our people in new ways.

Think of it in terms of polycultural democracy, which would posit that a child has the right to be educated in his or her own culture and still learn about the majority culture and still be respected. White children have that right. White children also have the right to know about Native Americans, about Latinos, about African Americans, because the world is increasingly narrowing and their being able to function in that world is going to be dependent upon their ability to communicate, to know about and to deal with other cultures.

Mr. McMurrin: The group within which the children identify is important, but I think the biggest problem we have at this point is the acceptance within the larger society.

Only by mainstreaming individuals within society in their education, housing, and employment, and by giving them equal access, equal opportunity can we solve these problems.

Mr. Hornbeck: I would like to frame the question in terms of who might do what. Who has the responsibility for what in response to these issues?

The local, state, and federal levels have various responsibilities, and in the final analysis it is obvious that what goes on in the classroom and at the school level is going to be the key factor.

The question is how and where we get the leadership that will influence the greatest number of classrooms and schools across this country. For better or worse, that leadership is going to come at the state level.

If we are going to have equalization in resources, it is going to happen in the state context, although there needs to be a greater contribution to that at the federal level than there is right now.

If we are going to have substance as well as form in graduation requirements, and if we're going to have renewed curricular initiatives, that is largely going to happen at the state level.

Given the average size of local school systems and the character of central-office staffs, the resources aren't going to be there to do it.

It is going to be vital for states to support equity and access, principally under legal mandates at the federal level. Civil-rights initiatives related to blacks, to women, and to the handicapped have come largely from the federal government, but states must actively support them.

The state has a critical role to play addressing the teacher issues—from certification to raising salaries. The action is going to be at the state level and so states need to be prepared to assume that responsibility.

The federal government must play a vital role in assuring access and equity. I would recommend a counterpart of Public Law 94-142 designed for other than handicapped youngsters who are at risk.

The only place where real revolution has taken place in education in the last few decades is with the handicapped. And the success in no small measure is because of the mandated individual education plans. There ought to be a mandated I.E.P. for every at-risk kid.

The other crucial federal role is in research and statistics-gathering.

Mr. McMurrin: One more dimension to the levels of responsibility: the city within the metropolitan area or within the region. It is difficult for some states to address the problems of urban centers all by themselves. Historically, when the core city became more metropolitan in the way it looked at itself, it became great. And when it lost that perspective, it declined. Areas need to see themselves as being metropolitan and plan in that way. Because large concentrations of poor and minorities live in our core cities, we need to create a metropolitan perspective, so that everyone who lives in a region has something at stake in both the metropolitan area and the core city.

Mr. Smith: Parents have a considerable responsibility in addressing these issues. One is in helping to reinforce the positive things that go on in schools. They also have a responsibility to be informed and to use the political power that they do have to see to it that more positive things occur in schools, to see to it that state legislatures do appropriate more money for the kinds of resources that are necessary.

But the problem is that most of the parents of at-risk children are not themselves informed about what they ought to be doing. They haven't been energized, and that suggests another responsibility for schools.

If the schools want their cooperation, then school agencies must help to educate parents, to energize them, and to call upon them as partners for the school.

E.W.: But how do you do that? You say the parents of these at-risk children are really at risk themselves. Many are illiterate. Many are unemployed. Many head single-parent families.

Mr. Smith: You can't do it in informal ways. You have to do it in formal ways. You have to come up with programs that assist them to find jobs, that improve their literacy level, that improve their political sense.

That can be threatening to schools, once parents' political sense has been improved. But that is a necessary element in their participation as citizens. Formal programs have to be devised by schools that may, in fact, sometimes make those parents adversaries.

Mr. McMurrin: Nor can parents do the job without others within this metropolitan area taking on these children as if they were their very own.

Mr. Finn: That is an important point that echoes a frequently made observation by Secretary Bennett that parents are the best teachers. It doesn't have to be only their own parents who take an interest in the well-being of individual children; a caring adult following principles of sound parenting plus all of the advice on what works can make a difference.

It can be a grandparent. It can be a neighbor. It can be a scout chief. It can be a guidance counselor. It can be a clergyman. It can be someone that adopts kids or takes responsibility for their education even though they aren't even any relation.

Mr. Yzaguirre: First, we have to find a way to legitimize the role of parents. I'm a veteran of the war on poverty, and we tried to wrestle with this. How do you get poor people involved in the education of their kids? One thing we did was to legitimize the role of parents. The second thing we did was to—through parent advisory committees, as a part of Head Start and other federally supported programs—provide some resources for parent-training workshops, for meetings, for travel. All of that is gone.

E.W.: Did it work?

Mr. Yzaguirre: I think it did. Not everything worked perfectly, but a number of parents got involved in the education of their kids. We began to demystify education a little bit, because one problem was that some poor people said, "We are uneducated and these professionals are educated, and they know a lot more than we do."

Occasionally, there were adversarial relationships built up, but in the long run it built more support for public education and more involvement among poor people.

Mr. Finn: There is a need for private policies—for the kinds of things that you can't mandate people to do, like care for their children and act responsibly toward those that they bring into the world. In a free society, you cannot make these things mandatory no matter what you do.

Schools, and other institutions as well, need to project affirmatively, even aggressively, sound values and principles to everybody in them, kids especially. These need to reinforce the values and principles that kids get at home from their parents.

These are things that you don't have to pass laws in order to have happen. And regrettably, passing laws won't make them happen either. What passing laws involves mainly is the transfer of resources.

Most of this is going to occur in the field of education at the state level. It's not going to occur at the state level in the field of national defense or Social Security or a lot of other things, but in the field of education it's going to occur as it has been occurring, mainly at the state level. To the extent that passing laws can cause these things to happen, we are all for that.

The protection of constitutional and civil rights is certainly one of the federal responsibilities. Continuing to support some of the education of extra-expensive kids is partly a federal responsibility. It's one thing, of course, to pass P.L. 94-142. It's quite another to pay the price tag for the large number of $20,000 kids that somebody referred to earlier. That makes for a very expensive proposition that needs to be factored into a lot of other expensive propositions that this society is facing.

And, of course, research and statistics-gathering are appropriate federal responsibilities.

Mr. Smith: We have to say with some candor that we hear no statements coming out of the executive branch that recognize that there is a major problem in America with regard to the education of minorities.

I don't hear any statement that we have the will to do anything about that. I just don't hear it. I don't hear it coming out of the President. I don't hear it coming out of the Secretary of Education. There isn't any philosophical position, any position of leadership that recognizes that this is a major problem that we have to deal with.

Mr. Finn: You didn't happen to be listening too closely to the State of the Union Message when the underclass problem was addressed by the President himself. And our undersecretary is currently chairing a governmentwide task force on the plight of the family, with particular emphasis on underclass children. So I'm not sure you're listening to the people who are talking.

Mr. McMurrin: Our children and their parents who are in the city and are at risk need to quit hearing about why we shouldn't be affirmative in hiring, why we don't want them to live in our neighborhood, all of these negatives. We need to quit that. We need to be more positive about them and be more open and give more advantages to them.

There are two philosophies about education: One says that education follows the culture and can be no better than the people in the culture, and the other says that the schools should take leadership, should be better in every way than the society that they represent. We ought to have higher morals within the school. We ought to have better human relations within the school than we see in the society.

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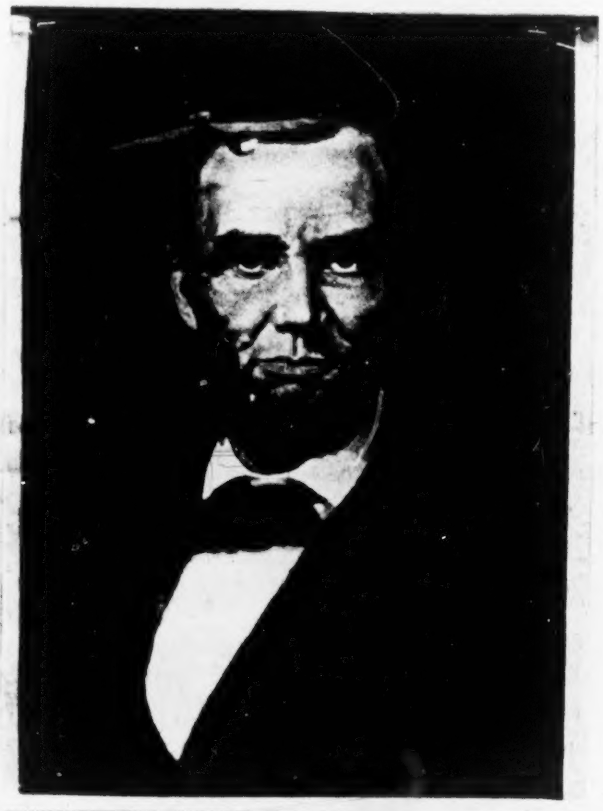

BOB ADELMAN/MAGNUM

> The question is whether we as a society have the will to apply the solutions we know will work.
>
> —David Hornbeck

ROUNDTABLE

PREDICTIONS

2001: 6 Views

E.W.: Where will we be in 15 years? Will the society be better off or worse off in terms of the problems we've been discussing?

Mr. McMurrin: Unless we face up to the problems we've discussed here today and directly address the needs of the large numbers of at-risk youngsters in America's major cities, we are going to be in a lot worse shape as a nation. And these children are going to be in a lot worse shape.

Mr. Hodgkinson: The average woman today is going to spend about the same number of years taking care of a dependent older person as she does taking care of a dependent child. The consequences of that are striking and we will need to balance the needs of youth against the needs of this rapidly increasing elderly population, which votes, and the 10-year-olds don't.

We are making wonderful progress in some schools. We are not making wonderful progress at the state level. We have passed an enormous number of bills, some 700 that deal with teachers alone. States can't legislate excellence.

But there are shining examples of individual schools doing just superbly against all odds. That basically comes from some home-grown conditions of local dedicated people who make that happen.

Underneath all the subcultures, there is a potential for a common middle-class membership. I don't know of any common group that is against the values of hard work, of reward for the hard work, of the feeling that your children can do well, maybe even better than you if you're lucky, and that basically your life in the future is going to be as good, if not a little better, than it is at the present time. There is no culture I know for which that is an antithetical value.

So out of all that diversity can come this fundamental commonality, if we can retain the middle class in our country, whatever its ethnicity. But in job structure and income, the middle class is declining. Without a middle-class majority, we simply will not be the United States of America.

There is very little reason to think that minority younger people in the year 2010 are going to be willing to pay in perpetuity the retirement benefits of a large number of older whites. I don't think there is class war developing in the country, but it seems to me there's a possibility of a war between the information haves and the information have-nots. That is why the development of a black and Hispanic middle class is so important—and the development of minority small businesses, and the 286 black mayors in the United States. Those are the beacons.

Fifteen years from now, the best are going to be better, and the worst are not going to be that much better off than they are today. I don't see much of a decline from where we are now, but as the range gets greater, the expectation level gets greater, and then the frustration gets worse.

Mr. Yzaguirre: I am an eternal optimist, so I think in 15 years things are going to be better. I am not sure, however, that I have the same kind of optimistic view for the next four years. There is much more of a negative feeling than we have experienced in many years. In the short run, I see a lot of problems. We are increasingly a polarized community and poverty is on the increase. The nation is going to face a lot more diversity and that is going to engender a lot of negative, know-nothing kinds of moods. We've seen that in this Administration.

And so in the short run, I see an awful lot of problems. But the fact that we are talking about education as much as we are and the fact that for whatever reasons, whatever motivations, more and more people are concerned about education, leads me to believe that we are going to find not *the* solution, but a variety of solutions.

Mr. Hornbeck: The problem is no mystery. We know what the problems are. We also know what the solutions are. We may not know how to cure cancer, but we know how to deal with these issues.

The question is whether we as a society have the imagination, the resources, and the will to apply the solutions we know will work to the problems we know exist. If we do, we will succeed as no society in human history has. If we don't, the consequences of disaster will be quite significant economically and politically for this country.

Which way that will be 15 years from now, I have no earthly idea.

Mr. Finn: We need the requisites that Dave Hornbeck has described at every level—in the family and in the private sector.

I want to emphasize the distinction between diversity—which is not a bad thing, not a new thing, and which we accommodate in various ways—and the underclass problem, which is a grave and intractable one that I don't think we can deal with entirely within the bounds of education. Nor can we deal with it very successfully by further elaborating the conventional welfare-state apparatus. That is what makes it so intractable.

As far as education can deal with underclass issues, it deals with them through a mixture of sanely applied high standards for everyone, character enhancement and ethical formation, and a radical restructuring of the delivery system for public education in this country, which I think will cause it to work a lot better for a lot of people—including underclass kids.

Mr. Smith: We have an opportunity to set an international and historical example of being able to accept, respect, and educate our total diversity. We have that opportunity. I don't think we have the will to do it—not yet. I am not sure we ever will.

The will to respect, educate, and liberate all of our people would require, first, recognition that we oppress minorities in this country educationally, politically, and socially. It is a very deep, explosive, and painful issue. Only some kind of critical emergency could force us to recognize and explore that.

For example, in the late 1960's, the Urban Coalition was formed after 100 cities were burning in America. Colleges and universities in 1968 began to recruit and fund programs for minorities after Dr. Martin Luther King was assassinated.

We seem to respond, not because we recognize that it is the humane thing to do, but because we face a crisis. And I think all the elements of crisis are here now.

The only point at which we will begin to recognize the oppression and exploitation of minorities in this country and be forced to do something about it, in the schools in particular, is when we see ourselves in such a dread situation that we think the entire nation's welfare is in the balance.

I believe it will be. It depends upon how soon it is recognized. ◆

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WIDENING DEBATE

Efforts by officials in a number of states to establish school-based health clinics that offer pregnancy-prevention counseling among other services are continuing amid widening community controversy over their appropriateness.

See Page 4.

TOUGHER POLICY

The Chicago school board has adopted one of the nation's most stringent homework policies, mandating that all students be assigned daily homework—from 15 minutes a day for kindergartners to 150 minutes a day for high-school students.

See Page 4.

TIGHTER CONTROL

The U.S. Education Department has announced that it will closely monitor administrative expenditures, including salaries, in local Title VII bilingual-education programs and impose limits where it deems them appropriate.

See Page 10.

EDUCATION WEEK

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Black Leaders Hit Official's Talk on Values, Choice

By Tom Mirga

RACINE, WISC.—Undersecretary of Education Gary L. Bauer arrived here late last month on the final day of a national conference on the education of black Americans to deliver what his department billed as a "major" domestic-policy address.

Given the Reagan Administration's strained relations with most black advocacy groups, a cool reception might have been expected.

And that is exactly what Mr. Bauer received during the first half of his speech, which was devoted to a discussion of the need for the nation to return to the "traditional" values of hard work, strong families, and religiosity.

But when he stated that the Bill Cosby television series "and the values it promotes may ultimately be more important to black children's success than a bevy of new federal programs," the group began to grumble audibly.

Then, when his discussion turned to a defense of the Administration's proposal to de-

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Rights Post Candidate Withdraws Her Name

By Alina Tugend

WASHINGTON—Barbara Lerner, the Reagan Administration's nominee to head the Education Department's office for civil rights, has unexpectedly withdrawn her name from consideration for the post.

In letters to President Reagan and Secretary of Education William J. Bennett, dated May 27, Ms. Lerner, an education analyst, lawyer, and psychologist from New Jersey, said her "study of the problems of O.C.R. over the past several months convinced me that the kind of progress I hoped to make towards resolving them could not be made from that position."

Ms. Lerner said she was particularly concerned about the effects of the U.S. Supreme Court's 1984 ruling in *Grove City* v. *Bell* on the department's ability to enforce anti-discrimination laws.

In the *Grove City* case, the Court held that if a school practices illegal discrimination only in its physical-education department, for example, the government may

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FRED ZIMMERMAN

The Education Department's initial findings from a new study of Chapter 1 aid could lead to tighter funding restrictions, some predict.

'Scientific Illiteracy' Found Widespread Among Adult Americans in New Study

By Robert Rothman

PHILADELPHIA—Americans with the least formal education generally do not understand—or hold wrong ideas about—basic scientific terms such as molecule, D.N.A., and radiation, according to a new federally funded study released at major science conference here.

But even a surprisingly high proportion of Americans with graduate degrees have similar difficulty explaining scientific terms, the study found.

Moreover, while education appears to reduce "scientific illiteracy," schools may have contributed to the problem, said Jon D. Miller, director of the Public Opinion Laboratory at Northern Illinois University and director of the study.

"In large part, these results point toward a precollegiate-education system that provides an inadequate conceptual framework for later inclusion of new information," he said.

Among its other findings, the study suggests that a substantial proportion of Americans believe astrology has a scientific basis, that some numbers are especially lucky for some people, and that unidentified flying objects are space vehicles from other civilizations.

"When viewed through the eyes of a citizen with little formal education, the world looks strange and somewhat hostile," Mr. Miller said.

"This group does not have a sense of controlling its own future and relies on luck, signs, and leaders to explain the events that occur in our world," he continued. "There is a strong sense of being the object or victim of the system."

Mr. Miller's study, released at the 152nd annual meeting of the American Association for the Advancement of Science, was based on interviews with 2,000 adults nationwide last November and December.

Funded by the National Science Founda-

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U.S. Remedial Aid Misses Neediest, E.D. Study Finds

Says Many Chapter 1 Pupils Score Above the Average

By James Hertling

WASHINGTON—The $3.5-billion Chapter 1 remedial-education program serves many above-average students but fails to reach a significant number of the disadvantaged pupils it was intended to help, argues a new Education Department report on the biggest federal education effort.

Experts predicted last week that the finding could have significant policy consequences as the Congress considers revisions to Chapter 1 next year, when the law expires. Targeting the program's limited funds to the neediest pupils has long concerned lawmakers, and has already become an issue in the reauthorization debate.

More than 10 percent of students receiving Chapter 1 reading instruction scored above the 50th percentile on standardized tests, and nearly 20 percent of those receiving mathematics aid tested above the average, while a sizable proportion of lower-scoring pupils went unserved, the report says.

The report—the first of three from a Congressionally mandated, $6-million-plus assessment of Chapter 1—uses data from the "Sustaining Effects Study," a comprehensive 1983 examination of the program. Although the statistics are a decade old, recent trends indicate that they remain valid, according to the authors.

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Prayer Group Allowed To Meet Again

By Tom Mirga

The Pennsylvania school board whose policy barring a student religious club from meeting on school grounds raised issues debated before the U.S. Supreme Court this year has voted—apparently with some reluctance—to reverse its stand.

The Williamsport, Pa., school board's decision came two months after the High Court disposed of the student-club case on a technicality, in effect letting stand a federal district court's ruling striking down the board's policy. But the board members' decision not to contest the matter further leaves the constitutional questions raised by the case still unresolved for officials in school districts nationwide.

Reversing a vote taken in April, the board decided last month to let the nondenominational club known as Petros meet in Williamsport High School twice weekly during non-instructional periods before the start of the school day. The second vote was 4 to 1, with 4 abstentions.

The board's initial 5-to-3 vote against changing the policy "was mainly symbolic," according to Oscar W. Knade, superintendent of schools in Williamsport.

"They believe their principal charge is to maintain a sound education system that

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IN SUMMARY

Controversial Clinics
The question of whether school health clinics are an appropriate means of attacking the teen-pregnancy problem is dividing a growing number of communities nationwide. **Story on Page 4.**

Hitting the Books
Under a new districtwide, K-12 mandate that is among the most stringent of its kind, Chicago students are to be assigned a specified amount of homework every night. **Story on Page 4.**

In the Capitols
Illinois lawmakers have weakened the school-consolidation provisions of the state's education-reform package, but have upheld a controversial school-by-school "report card" plan. **Story on Page 8.**

Bilingual Limits
School districts receiving federal bilingual-education funds will face strict spending limits under a new policy, and the Senate has held hearings on a key bilingual-education bill. **Stories on Page 10.**

Oversight Shifted
To counter charges that its research efforts are too politicized, the Education Department has shifted oversight of the secretary's discretionary funds from its research office. **Story on Page 10.**

Student Aid Advances
The Senate has overwhelmingly approved a higher-education bill that rejects the President's proposed student-aid cuts but authorizes less money than the House version. **Story on Page 11.**

Vouchers Tabled
In the wake of a largely critical reception for its Chapter 1 voucher plan, the Education Department has decided to table the proposal and rethink its provisions. **Story on Page 11.**

Demography Report To Be Reprinted
Education Week plans to reprint "Here They Come, Ready or Not," a special report on demographic trends affecting the nation's schools. Orders for additional copies must be placed by June 15, so call us at (202) 466-5190 before that date to assure that we can fulfill your request. The cost of the reprint, including postage, will be: $2.00 each for 1 to 10 copies; $1.25 each for 11 to 25 copies; and $1.00 each for more than 26 copies. Please send check or money order to *Education Week*, Suite 775, 1255 23rd St., N.W., Washington, D.C. 20037.

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THE WEEK

STATES

Cuomo Links Board To Dropout Problem

Gov. Mario M. Cuomo, who won the endorsement of New York Democrats last week for a second four-year term, has blamed the New York Board of Regents for a lack of improvements in the state's education system.

Despite a 42 percent increase in annual education spending since 1982, Mr. Cuomo complained, the problem of school dropouts remains a serious one. "We have to bring the dropout rate down," the Governor said in a speech accepting his party's nomination.

Earlier, Mr. Cuomo told *The New York Times:* "I'm not happy with the board of regents at all, and we're going to talk about it and do something about changing the way they operate."

The Governor is considering possible steps to make the regents more accountable, according to Cornelius J. Foley, his education aide. Mr. Foley declined to be more specific.

A spokesman for the 16-member board was unavailable for comment.

"The Governor has been misinformed," responded Martin C. Barell, who was recently elected chancellor of the 16-member board of regents. "The test results have gone up and the dropout rates have gone down."

"We have a difficult problem in New York City," he added. "I'd like to say something dramatic is going to happen tomorrow, but it isn't."

The regents, elected to seven-year terms by the legislature, are considered among the most powerful state boards in the nation.

Oregon Tax Issue To Be on Ballot

The Oregon Education Association is claiming success in its petition drive to place a state sales-tax initiative on the November ballot.

The state's voters have rejected such a tax seven times in the past 52 years—most recently by a more than 3-to-1 margin last September.

Supporters, however, think they can win voters over this year by linking the proposed 5 percent sales tax with an attractive property-tax-relief package for homeowners and businesses. The initiative would set aside 30 percent of all sales-tax revenues to fund reduced property taxes; the remaining 70 percent would be earmarked for education.

A three-month-long petition drive by O.E.A. members gathered 107,860 signatures in support of the initiative, according to Sandy Ellis, president of the association. The petitions must now be validated by Oregon's secretary of state, a process that may take several months.

According to Ms. Ellis, the O.E.A.'s latest poll showed 45 percent of those surveyed supporting the initiative, up from 38 percent last November. Gov. Victor G. Atiyeh, a prime mover of last year's sales-tax measure, has not yet taken a stand on O.E.A.'s initiative. This year, the Governor is pushing his own education-funding referendum, which does not include a sales tax.

Degrees Differ As Curricula Vary, State Study Finds

Without a uniform statewide curriculum, a Massachusetts high-school diploma "lacks any singular meaning," according to a study by the state department of education.

"The degree differs from community to community," said Terry Zoulas, a department spokesman.

The study, which examined transcripts of a random sample of 3,000 seniors who graduated in 1984, did not suggest possible reforms, but analyzed the content of high-school education in the state so that the state board could consider policy revisions, Mr. Zoulas added.

While a previous study found that Massachusetts students take more academic courses than the national average, the new study found that the course content varies widely.

In addition, sex, race, and class often determine which courses a student takes, the study concluded. For example, a white female in an industrial suburb was much less likely to take academic courses than a male in a middle-class community, Mr. Zoulas noted.

DISTRICTS

More Allegations And a Resignation In Detroit District

The president of the Detroit Board of Education, facing allegations that he took payoffs from a school-milk contractor, last week stepped down as board president.

The president, Harold Murdock, will continue to serve as a board member.

Mr. Murdock and Ferd Hall, director of the school's Equal Employment Opportunies and Contract Relations Department, are being investigated by the Wayne County Prosecutor's Office. The prosecutor is looking into accusations that Mr. Murdock and Mr. Hall took bribes from a school-milk supplier in exchange for awarding the supplier part of the Detroit schools' milk contract.

Mr. Murdock has denied any involvement in the payoffs, and Mr. Hall, who has been suspended with pay pending outcome of the investigation, has made no comment.

Last February, the school board cancelled its $2-million contract with one milk supplier, Jo-Dan Limited, and awarded part of that contract, at a higher cost, to Metro Institutional Food Services.

A tape recording, made public May 14, appears to contain conversations among Mr. Murdock, Mr. Hall, and the president of Metro about payoffs linked to the milk contract.

Last week's development was the latest in the series of controversies involving the Detroit board. It has also been accused of overspending on travel and chauffeurs amid budget austerity for school programs.

Panel Critical of Supply Shortage In New York

New York City schools face a "chronic shortage of supplies" because of inadequate expenditures by the city and mismanagement by the board of education, according to a citizens' watchdog group.

A study released last week by the Educational Priorities Panel found that teachers and principals are often forced to purchase materials with their own money because of the inefficiency of the board's bureau of supplies. It also documented wasteful practices, such as spending 30 percent to 40 percent above the retail price for computer software.

These problems are "seriously undermining staff and student morale," the panel said.

Robert Terte, a spokesman for the board of education, said the citizens' group "is right on target when they indicate that one of the basic problems is a lack of sufficient funds to purchase needed supplies." In many schools, he added, "there's a depression mentality of hoarding materials because they've been starved for all these years."

The panel recommended increasing the schools' $34-million allocation for supplies by $5 million next year. The city council is now working on a fiscal 1987 budget, with final decisions expected by mid-June.

Oil Price Drop Forces Closing of Innovative School

An alternative high school in Oklahoma City was forced to close its doors late last month despite its students' high test scores and its wide community acceptance.

The school was a victim of the effects of falling oil prices on the budget of the city school district, which sponsored the program.

The Cleveland Innovative School opened 11 years ago for students who wanted rigorous academic courses without the formality of a

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The Academic Preparation Series, developed by the College Board's Educational EQuality Project, offers high school teachers innovative suggestions on how to help students acquire the knowledge and skills needed to perform successfully in college. The series was created *by* teachers *for* teachers; it is directed toward bringing curricular and instructional concerns to the center of the education-reform movement. The six books in the Academic Preparation Series are designed as standard references to help teachers work with *all* students in the everyday classroom.

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- **Academic Preparation in Social Studies** gives special emphasis to introducing new perspectives in social and global history and makes suggestions about how history might be made more intellectually and personally involving for high school students.
- **Academic Preparation in Foreign Language** stresses the proficiency approach to language learning so that students will actually be able to use the language they are studying.

Because of their comprehensive nature, these books should be of interest to curriculum specialists and superintendents—as well as actual classroom teachers. They may be ordered as a complete set or as individual titles.

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Study Highlights Trends In Computer Utilization

By William Snider

More elementary students use computers than do high-school students, but for fewer hours each week, according to the most comprehensive analysis to date of the time students spend with computers in school.

In his study, "The Second National Survey of Instructional Uses of School Computers," the project's director, Henry Jay Becker of the Center for Social Organization of Schools at The Johns Hopkins University, found that computer-usage patterns varied dramatically from the elementary to secondary levels, with middle schools exhibiting characteristics of both levels.

The study, which analyzed data collected in spring 1985 from a nationally representative sample of more than 2,000 schools, also found that three-quarters of the schools that had not been using computers in 1983 at the time of the first survey had begun to do so.

During that two-year period, schools began ordering computers in larger quantities than in the past, and the total number of computers used in schools quadrupled, from 250,000 to more than 1 million, the study found.

Substantial Experience for Some

A total of approximately 15 million students and 500,000 teachers used computers in instructional programs during the 1984-85 school year, according to the study.

In schools with computers, 30 percent of the elementary students and 21 percent of high-school students used them in an average week.

At the elementary level, the median computer-using student spends slightly more than 30 minutes a week using a computer, most often for drill and practice in mathematics and language arts, according to the study.

But the median high-school computer user spends nearly two hours a week with the machines, more often than not in computer-literacy and programming courses.

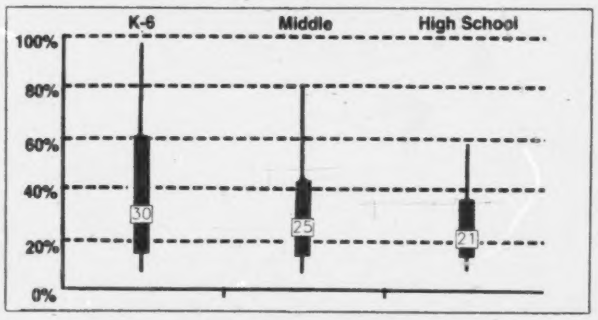
The study notes that "by limiting the number of students who use school computers, many schools do provide substantial experience to at least some of their students."

The study also found that:

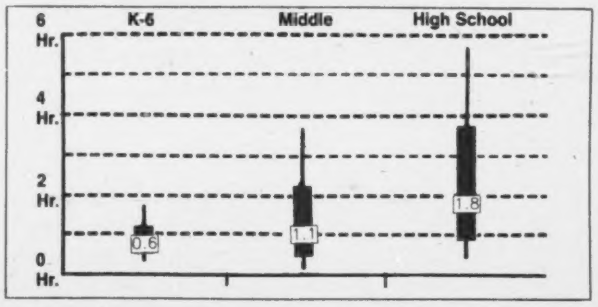
- About 27 percent of computer-using high-school teachers were viewed as expert at various computer uses, compared with 21 percent of middle-school and 10 percent of elementary computer-using teachers.
- The most active computer-using students at each school level take more than one-third of all student computer time, while the most active 25 percent get roughly three-fifths of all computer time.
- Between 1983 and 1985, the proportion of elementary schools with five or more computers jumped from 7 percent to 54 percent, while the proportion of secondary schools with 15 or more computers rose from 10 percent to 56 percent.
- Computers placed in laboratories are used roughly five more hours per week than those placed in classrooms or libraries.

The results of the study will be published in six newsletters over the coming months. A subscription to the series is available for $7.50 by writing to: Computer Survey Newsletters, Center for Social Organization of Schools, The Johns Hopkins University, 3505 North Charles St., Baltimore, Md. 21218.

Percent of Enrollment Using Computers (avg. week)



Hours of Computer Use Per Student User (per week)



Diagrams above illustrate range of variation in computer use. Numbers in open squares are the median for each group. Rectangles represent schools between the 25th and 75th percentiles. Lines represent schools between the 10th and 90th percentiles.

SOURCE: THE JOHNS HOPKINS UNIVERSITY

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EDUCATION WEEK

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Boston Guarantee: College and a Job After Graduation

Corporate Leaders Vow $5 Million Endowment

By Robert Rothman

A group of Boston business leaders announced last week a plan that will guarantee to every high-school graduate in the city the financial resources for college and a job after college graduation.

In the most ambitious effort of its kind in the nation, the corporate leaders have pledged to establish a $5-million endowment to pay for the plan, which expands on existing agreements between the businesses and schools.

"Our goal is that no qualified student will be denied a higher education because of a lack of financial advice and financial resources," said Edward E. Phillips, chairman of the New England Mutual Life Insurance Co., which spearheaded the effort.

Money from the endowment will be used to place college counselors in high schools to advise students on the availability of financial aid and to provide "last-dollar" scholarships to bridge the gap between students' resources and college costs.

In addition, the firms have pledged to give top priority to hiring Boston high-school graduates after they complete postsecondary education.

Laval S. Wilson, Boston's superintendent of schools, said the program would provide hope for the city's disadvantaged students.

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'Safe Schools' Suits Seek To Test Limits Of California Law

By William Snider

More than a dozen legal actions have been filed recently against California school districts as lawyers seek to test the limits of the state's unique "safe schools" constitutional amendment.

Plaintiffs in the cases, which stem from a variety of incidents involving students on school premises, are arguing that districts and, in some cases, staff members failed to provide a "safe, secure, and peaceful" school environment as required by a 1982 amendment to the state constitution.

Most of the cases have been filed in the wake of a state-court decision last May that provided the first judicial interpretation of schools' liability under the provision. *(See Education Week, May 28, 1986.)*

Superior Court Judge Richard Bartalini ruled in a case involving the Oakland public schools that districts no longer have to be found negligent to be liable for damages in school-safety cases. Rather, he held, they can be be liable if it is proved that they failed to use "reasonable diligence" to en-

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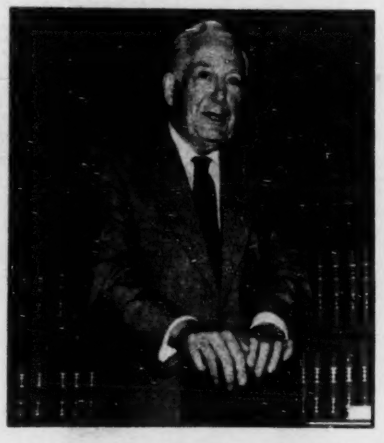
A National 'Civics Lesson'

Schools Prepare for Constitution's 200th Year

By Robert Rothman



Chief Justice Warren Burger heads the bicentennial commission

As the nation prepares to celebrate the 200th anniversary of the signing of the U.S. Constitution next September, educators and civic leaders are taking steps to make schools a major focus of the year's events.

From the preparation of special curricular materials, to the sponsorship of student essay contests, national organizations have planned an educational agenda that should fulfill Chief Justice Warren E. Burger's pledge that the bicentennial would be a "civics lesson for all of us."

Mr. Burger made the remark this summer, when he announced that he would relinquish his role as the nation's chief judicial officer to devote full time to the chairmanship of the Commission on the Bicentennial of the U.S. Constitution.

Following his lead, educators have seized the occasion as an unparalleled opportunity to teach their students about the origins and continuing relevance of the nation's founding legal document.

"The Constitution is basic to everything we do in this country," said Lewis E. Huffman, director of social-studies education for the Delaware department of public instruction. "It is important for students to understand this."

"We want this to be an educational celebration," said Harold Kessler, director of social-studies education for the School Dis

Continued on Page 20

Rating Teachers on Students' Test Scores Sparks Furor, Legal Action in St. Louis

By Blake Rodman

A federal district judge is expected to decide in the coming months whether the St. Louis Board of Education violated teachers' rights last spring when it became the first in the nation to base teacher-employment decisions, in part, on student test scores.

Nationally, many education-improvement proposals have called for greater teacher accountability, and some have suggested that student performance be a consideration in evaluating teachers.

But in the face of strong opposition from the National Education Association and the American Federation of Teachers, few districts have seriously considered using student test scores as part of their teacher-evaluation plans. Only St. Louis has put such a system in place, according to union and district officials.

And that system is under attack from the St. Louis Teachers Union, an affiliate of the A.F.T., which filed suit in U.S. District Court in July to block the district's use of the new evaluation program.

Last week, Jerome B. Jones, the superintendent of schools, defended on national television his district's use of scores on the California Achievement Test to evaluate teachers.

"We think an accountability system that looks at product is a critical factor in terms of assuring that our students are appropriately educated," he said on NBC's *Today* show.

But in an interview earlier this month, Evelyn Battle White, president of the S.L.T.U., called the new system "craziness."

Continued on Page 18

E.D., White House Begin Campaign In War on Drugs

House Votes $350 Million In Grants to Districts

By James Crawford

WASHINGTON—"Schools Without Drugs," a 78-page compendium of information and advice on how to "slam the schoolhouse door" on drugs, was to be released Sunday by the Education Department to coincide with a nationwide address on the problem by the President and Mrs. Reagan.

"Because of drugs, our children are failing, suffering, and dying," said Secretary of Education William J. Bennett in a statement prepared for the booklet's release. "We have to get tough, and we have to do it now."

One million copies have been printed and will be distributed free of charge to every public and private school in the country and to superintendents, parent groups, police departments, and elected officials.

Meanwhile, on other fronts of the anti-drug offensive, the House last week voted 392-16 to spend $3 billion to $4 billion over the next three years to strengthen drug enforcement and education. The bipartisan bill (H R 5484) would authorize $350 million a year in grants to school districts to support drug-abuse-prevention and counseling programs.

A similar proposal being advanced by Senate Democrats would allocate $150 million.

And in preparation for the Reagans' speech, the White House was putting the finishing touches on its own legislative package, which was expected to contain $100 million in state block grants for anti-drug programs in the schools, probably by shifting funds from other education accounts.

In heated debate on the proposal last week at a Domestic Policy Council meeting, which was closed to the press, Mr. Bennett took a hard line on punishment for federal employees found to be using drugs, according to an Administration source who asked not to be identified.

But the Secretary, while supporting the expansion of drug-testing in the federal work force, urged that prevention be the focus of

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Also in the news

Group Attacks Operation Of Testing Center

The U.S. Education Department has been asked to investigate the Educational Testing Service's operation of a federally funded center that disseminates testing information.

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Policymakers Focusing On 'At Risk' Youth ▶

At the federal, state, and local levels, educators and lawmakers are seeking ways to combat drug abuse, suicide, pregnancy, high dropout rates, and unemployment among the young.

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Settlement Limits Use Of Chapter 2 Grants

A consent agreement in a longstanding Rhode Island case, which could serve as a model for other states, limits the use of federal block grants in parochial schools to secular purposes.

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IN SUMMARY

'Serrano' Revisited
In a new development in a landmark school-finance dispute, California's high court has agreed to decide whether the state has fully complied with the 1974 *Serrano* v. *Priest* ruling. **Story on Page 6.**

Minorities and Colleges
Despite increasing national concern over the decline in college-going rates among minorities, they continue to be underrepresented in higher education, according to a new report. **Story on Page 7.**

A Skeptical Response
A proposed 11-state lottery that is being promoted as a lucrative source of revenue for schools and other social programs is getting a skeptical response from many educators. **Story on Page 8.**

'Hands-on' Science
Science educators, warning of the negative effects of inadequate science instruction in the early grades, are calling for "hands-on" approaches to the subject in elementary school. **Story on Page 10.**

An Inspiring Example
Following the example of a New York City businessman, business leaders in Dallas have launched a campaign to provide college scholarships for disadvantaged youths. **Story on Page 12.**

Uncertain Impact
As the federal tax-revision plan nears passage in the Congress, state officials are facing a host of uncertainties about the measure's impact on state revenues. **Story on Page 14.**

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THE WEEK

FEDERAL

President Praises 'Grassroots' Reforms

President Reagan has described the nation's schools as "markedly better and still improving," attributing gains to "a grassroots movement for education reform" that followed the release of the 1983 report *A Nation at Risk*.

In his weekly radio address on Sept. 6, Mr. Reagan said the reform movement at the state and local levels "generated more enthusiasm and more action than any amount of dollars or directives from Washington ever could have."

"Test scores show that students in 35 states have improved their educational performances," Mr. Reagan added. "I think we can all expect to see a lot more action in our state capitals, right where it belongs."

The President praised *Time for Results: The Governors' 1991 Report on Education*, recently issued by the National Governors' Association, for its recommendation that states expand parents' choice of public schools for their children.

"If one school doesn't do the job right, let them send their children to a school that does," Mr. Reagan urged.

The President also advised the nation's youths to "just say no" to drugs, a theme he and Mrs. Reagan were scheduled to address on nationwide television last Sunday.

G.A.O. Study Compares Job-Training Centers

Students who receive job training through federal Civilian Conservation Centers generally find better-paying jobs than those who attend Job Corps training centers of similar size operated by outside contractors, the General Accounting Office reports.

Operating costs, however, are significantly lower at the contract centers, according to the G.A.O. Those centers are run by local governments and private nonprofit and for-profit organizations under contract to the Labor Department. The conservation centers, although part of the Job Corps program, are run by the Agriculture and Interior departments.

The audit agency's study, requested by Senator Orrin G. Hatch of Utah, chairman of the Labor and Human Resources Committee, found that the average starting wage for students who completed C.C.C. training was $4.47 an hour, compared with $3.91 an hour for other Job Corps trainees.

The study examined 29 of 30 conservation centers and 13 of 76 contract centers representing 22 percent of Job Corps enrollment capacity.

Peter Rell, national director of the Job Corps, criticized the study for what he said was a failure to analyze more closely the cost of the federally run centers.

"The central issue in this discussion is the one G.A.O. ducks," Mr. Rell said. "The question is whether or not savings would accrue from contracting out" the operation of the conservation centers.

The Labor Department could cut C.C.C. costs by as much as 12 percent by turning the centers over to outside contractors, he said.

NATIONAL

Group Plans 'Blueprint' For Aiding Black Pupils

A group of prominent black educators has begun formulating a "blueprint for action" intended to spur a nationwide effort to meet the educational needs of black students.

Participants at a three-day "National Conference on Educating Black Children" drew up an extensive set of recommendations that will be refined for release early next year, according to a spokesman for Representative Augustus F. Hawkins of California, chairman of the House Education and Labor Committee. Representative Hawkins initiated the conference, held last week near Baltimore and sponsored by Howard University and the Los Angeles Unified School District.

Among the group's preliminary recommendations:

- Parents, teachers, and local communities should raise their expectations for the educational performance of black students and develop support structures to help students meet those goals.
- Policymakers should ensure that recognition and incentives for teachers are directly connected to the success of black students.
- Communities should lobby for increased support for federal and state education programs that benefit black children.
- Community organizations should establish and appropriate funds for a national center to identify and promote programs that boost the performance of black students.

Researchers Seek Data On Reform Spending

A major survey of state budget officials should reveal a wealth of information about how much states are spending on education reform and what efforts they are choosing to finance, researchers say.

The study, which is being conducted by New York University's Center for Education Finance under a grant from the American Can Company, is intended to shed light on changes in taxing and spending brought about by the reform movement, said Deborah Inman, the center's director.

Recent studies of educational improvement, such as those prepared by the Carnegie Forum on Education and the Economy and the National Governors' Association, have not addressed the issue, Ms. Inman said.

"If you look at just about everything that has been done so far, that is the one hole, the one thing that's missing," she said.

A questionnaire mailed to state officials early this year sought information on total education appropriations, teacher pay increases, and changes in state aid formulas. The survey also asked officials to list their states' reform priorities and to indicate whether local school districts have had to absorb some of the extra costs.

After the responses are tabulated and analyzed, Ms. Inman said, they will be used to create a data base that can be updated annually. A preliminary study will be completed next month, she said, with the full report scheduled for release in January.

10% of Legislators Have Been Educators

More than 800—or approximately 10 percent—of all current state legislators in the nation are, or have been, educators, according to the American Association of Colleges for Teacher Education.

AACTE's state-issues clearinghouse has just completed an 80-page directory listing these lawmakers alphabetically by state and including the legislative chambers they serve in, their party affiliations, addresses, telephone numbers, and, when available, alma maters and committee assignments.

Roughly 40 percent of the legislators are listed as teachers, 13 percent are college professors, and 20 percent are described simply as "educator." Less-represented categories include administrators, counselors, principals, and superintendents.

Sixty-five percent of the lawmakers are listed as Democrats, 33 percent as Republicans, and 2 percent as independents.

The data were compiled in response "to the rapid movement of education-reform initiatives to the statehouses," according to an introduction to the directory.

A copy of the volume, "Educators as Lawmakers: A Directory of State Legislators from the Education Profession," is available for $10 from AACTE, One Dupont Circle, Suite 610, Washington, D.C. 20036.

STATES

School Officials Resist Idaho Graduation Rule

Officials in two Idaho school districts have announced that they will not abide by a controversial state-mandated graduation requirement, and others are considering derson, a spokesman for the T.E.A.

The requests of another 33 districts, however, have been denied, she said. "They just couldn't demonstrate that they had done all they could do to fill those positions with qualified replacements."

Under state law, public-school educators who failed to pass the Texas Examination of Current Administrators and Teachers by the end of June were to lose their certification and thus their jobs, unless their districts were granted a waiver. *(See Education Week, Sept. 10, 1986.)*

Of the 210 individual waivers requested, 43 were granted, 148 were rejected, and 19 are pending.

PEOPLE

Frank H. Reed, the director of a private elementary school in West Beirut, Lebanon, last week became the latest American kidnapping victim in that war-torn city. He was abducted last Tuesday when masked assailants in another car rammed his car and forced him out at gunpoint, police said.

The group known as Islamic Jihad, which says it holds several other American hostages, claimed responsibility for the kidnapping, charging that Mr. Reed was a U.S. spy.

The 53-year-old Mr. Reed, a native of Malden, Mass., who had previously been the principal of a Whitfield, N.H., school, heads the Lebanese International School in the Moslem sector of West Beirut. Relatives said last week that he had been in Beirut for about eight years and had married a Syrian-born woman.

□

Gov. Thomas H. Kean of New Jersey, who has drawn widespread attention for his education-reform efforts, is taking steps to position himself as a key leader of the national Republican Party.

After a speech the Governor is to give in Cleveland next month, one of his top aides will conduct an informal poll on Ohio business leaders' opinions of him, a spokesman for Mr. Kean said last week.

The poll does not presage a bid by Mr. Kean for national office, the spokesman, John Samerjan, maintained.

"All along he has said that he has a message to bring to the Republican Party," he said. "We have carefully selected forums to which he can speak on issues that he feels the party should focus on to attain majority status and retain the White House."

The Ohio speech will follow numerous recent addresses by Mr. Kean outside his home state on behalf of candidates and as an advocate of school reform.

Mr. Kean served last year as chairman of the Education Commission of the States and was recently elected chairman of the Republican Governors' Association.

1985-86 Average Teacher Salary Ranked By State

Rank	State	Average Salary	Percent U.S. Average
1	Alaska	$41,647	165.0%
2	District of Columbia	32,067	127.0
3	New York	30,490	120.8
4	Rhode Island	29,470	116.8
5	Michigan	29,461	116.7
6	California	29,258	115.9
7	New Jersey	28,000	110.9
8	Wyoming	27,461	108.8
9	Minnesota	27,360	108.4
10	Illinois	27,172	107.7
11	Connecticut	26,898	106.6
12	Massachusetts	26,800	106.2
13	Wisconsin	26,720	105.9
14	Maryland	26,580	105.3
15	Washington	26,182	103.7
16	Hawaii	26,038	103.2
17	Pennsylvania	26,006	103.0
18	Colorado	25,892	102.6
19	Oregon	25,664	101.7
20	Nevada	25,606	101.5
21	Ohio	24,988	99.0
22	Delaware	24,625	97.6
23	Texas	24,419	96.7
24	Indiana	24,248	96.1
25	Arizona	23,931	94.8
26	Virginia	23,388	92.7
27	Georgia	23,046	91.3
28	Alabama	22,934	90.9
29	Kansas	22,644	89.7
30	New Mexico	22,526	89.2
31	Montana	22,482	89.1
32	North Carolina	22,476	89.0
33	Oklahoma	22,444	88.9
34	Florida	22,250	88.2
35	Utah	22,229	88.1
36	Missouri	21,974	87.1
37	Iowa	21,802	86.4
38	Tennessee	21,800	86.4
39	South Carolina	21,428	84.9
40	Idaho	20,971	83.1
41	Kentucky	20,948	83.0
42	Nebraska	20,834	82.5
43	North Dakota	20,815	82.5
44	West Virginia	20,625	81.7
45	Louisiana	20,460	81.1
46	Vermont	20,379	80.7
47	New Hampshire	20,263	80.3
48	Arkansas	19,926	78.9
49	Maine	19,583	77.6
50	Mississippi	18,472	73.2
51	South Dakota	18,095	71.7
	U.S. AVERAGE	**$25,240**	**100.0%**

SOURCE: American Federation of Teachers

Teacher salaries for the 1985-86 school year ranged from an average of $41,647 in Alaska to $18,095 in South Dakota.

RESEARCH AND REPORTS

Liabilities Seen in Use Of 'Ability Grouping'

Assigning elementary-school students to all-day classes solely according to their overall academic-performance levels may hinder their progress, a recent study suggests.

It is better, for example, to group students by mathematics ability within a heterogeneous class or by reading ability across grade levels, Robert Slavin, director of the Center for Research on Elementary and Middle Schools at The Johns Hopkins University, concluded after reviewing research literature on ability grouping.

An entire class grouped by ability is the least flexible arrangement for pupils whose peformance changes over the year, he noted. Moreover, he said, heterogeneous classes may offer beneficial peer pressure to perform better.

Mr. Slavin also found that homogeneous low-ability classes tend to attract less-experienced and possibly less-competent teachers whose expectations for the students are low and whose aim is to be promoted to teaching "better" classes.

Copies of the study are available for $6.50 each from the Center for Research on Elementary and Middle Schools, The Johns Hopkins University, 3505 North Charles Street, Baltimore, Md. 21218.

Benefits Cited for Pupils With Working Mothers

Elementary-school children whose mothers work outside the home do better academically, are more independent, have better social and communication skills, and are absent from school less often than children whose mothers stay home, according to a recent study.

But when mothers in the study were asked to rate themselves as parents, those who stayed home gave themselves higher marks than those with jobs, said Helen Cleminshaw, associate professor of child and family development at the University of Akron and a co-author of the report.

Mothers with jobs "are more educated and more oriented toward education," Ms. Cleminshaw said. "They bring the outside world home. Their children interact with more adults and kids, and have to learn to be independent and develop more 'daily living' skills."

Social attitudes critical of working mothers, rather than objective measurements of their ability as parents, are the reason that employed mothers didn't rate themselves as favorably as nonworking mothers, Ms. Cleminshaw concluded.

The study sampled 573 1st-, 3rd-, and 5th-grade students in 1981. A follow-up report on how the children fared two years later is due to be published next year.

Copies of the report are available from the project director, John Guidubaldi, 412 White Hall, Kent State University, Kent, Ohio 44242.

Uprooting Students Not Disruptive, Study Finds

Uprooting children from their schools and communities may be less traumatic than many counselors believe, according to a University of Florida study.

The study, conducted in June by Beth Dovell as part of her doctoral dissertation, surveyed 274 5th graders in the Alachua County, Fla., school system. About 52 percent of the students had attended the same school since the 1st grade; the remaining 48 percent had moved at least three times.

Ms. Dovell tracked the students' test scores; their adjustment to their school, as determined by their teachers; their school attendance; and their peer relationships, as assessed through interviews with students.

"I found that whether they moved or not didn't really make a difference in any of those things," said Ms. Dovell, a guidance counselor at Terwilliger Elementary School in Alachua County.

Other factors, such as the students' race, socioeconomic level, or whether they came from a broken home, had a greater impact on schoolwork, she said.

"It was a shock," she said. "I just wondered if something went wrong with the study, but I had a large enough sample."

Most parents, teachers and guidance counselors seem to believe that moving tends to hurt a child's classroom performance, Ms. Dovell said. "I think we can relax when we see students move in who've been to other schools and not automatically think there's a problem."

10-Year Project Paints Profile of Child Molester

The typical child molester is a male who has abused an average of 117 youngsters, most of whom he was already acquainted with, according to researchers who have completed the most extensive review of child sex-abuse cases ever.

The study, paid for by the National Institute of Mental Health, examined 571 offenders who said they had sexually abused a total of 67,000 children.

Dr. Gene Abel of Emory University in Atlanta, who conducted the 10-year study with Judith Becker, director of the sexual-behavior clinic at the New York State Psychiatric Institute and Clinic, presented the findings at the annual meeting of the Academy of Behavioral Medicine Research, held this past summer in Williamsburg, Va.

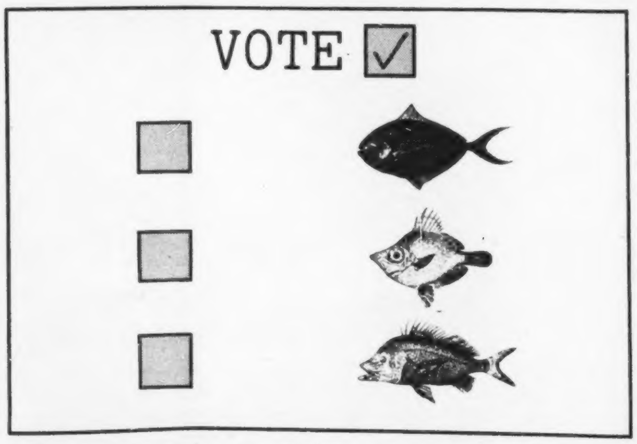
Dr. Abel and Ms. Becker found that boys are far more likely to be victims of sex abuse than had been previously believed, and that two-thirds of all victims molested outside the home are boys.

Girls are more frequently the targets of "hands-off" crimes, such as exhibitionism and window peeping, the study found, while boys are more likely to be victims of "hands-on" abuse.

Approximately half of the offenders studied had begun sexually deviant behavior by age 15, the researchers reported.

They also concluded that—contrary to the belief of many experts on sex crimes—offenders typically do not limit themselves to one type of offense, to victims from one sex or age group, or to victims from outside the family.

Illinois Schoolchildren To Make It Of-fish-ial



In what is expected to be a full-scale election, Illinois schoolchildren will decide in November which fish will join the white-tailed deer, the cardinal, the monarch butterfly, the white oak, the violet, and fluoride as an official symbol of the Land of Lincoln.

Earlier this month, Gov. James R. Thompson visited a Chicago elementary school to sign legislation calling on students to pick the state's piscine emblem.

"I cannot think of a better way to demonstrate the [election] process than by letting students participate in a real election," he said.

Mr. Thompson's decision to sign the measure apparently represented a change of heart. He had chastised lawmakers for debating the issue last spring when, presumably, they had bigger fish to fry.

Moreover, the Governor noted at the time, Illinois already had an official fish—*Echeneis naucrates*, or, as it is more commonly known, the sucker.

A spokesman for Mr. Thompson said last week that officials at Chicago's Shedd Aquarium had misinformed the Governor about the sucker's status. "The aquarium people gave him that information, but it turned out to be erroneous," she said.

Despite Mr. Thompson's tacit endorsement of the lowly sucker, legislators decided against adding it to the list of candidates. The law calls for the state's elementary-school students to pick the state's fish from among the bluegill, carp, channel catfish, white crappie, largemouth bass, and coho salmon.

The fish election will be conducted in the state's public and private elementary schools on Nov. 4, the same day that adult voters will decide whether to re-elect Mr. Thompson to another four-year term. **—T.M.**

Schools, Nation Mark Constitution's 200th Year

Continued from Page 1

trict of Philadelphia. "In addition to the celebration, there has to be a cerebration."

And Robert Mack, chairman of the Constitution Committee of the Washington State Centennial Commission, predicted that "after next year, public and private schools will teach better how important the Constitution is in everybody's life."

Materials and Programs

To help accomplish these goals, organizations ranging from the American Bar Association to the National Conference of Christians and Jews Inc. have joined education groups in producing a variety of programs and materials for the schools.

Project '87, a joint venture of the American Political Science Association and the American Historical Association, has sponsored the development of "Lessons on the Constitution," a series that includes 60 activities to enhance textbook coverage of constitutional issues and themes.

The lessons were developed after a 1980 conference sponsored by the project found an "inadequate treatment of the Constitution itself and constitutional themes in textbooks," said Cynthia Harrison, deputy director of Project '87.

The group has sold all of its first printing of 5,000 copies of the lessons, and plans a second printing, she said.

The National Conference of Christians and Jews has also developed "curriculum enrichment" materials for students aimed at fostering an understanding of how constitutional principles, such as due process of law and the separation of powers, affect students' daily lives, according to Leah Sayles, director of the conference's Living Constitution Project.

The materials also demonstrate how the Constitution "enables us to have a pluralistic society," Ms. Sayles added.

"It was a natural for us to be involved."

Teacher Workshops

To help prepare teachers for the year's events, the National Council for the Social Studies is sponsoring workshops in all 50 states and the District of Columbia on Nov. 15. At least 6,500 teachers are expected to participate in the more than 110 workshops, according to Mary Kennedy, staff director of the council's bicentennial project.

Ms. Kennedy said the workshops would provide teachers with an opportunity to study, discuss, and think about the Constitution, so that they can help their students "understand it and care about it more."

"Everybody can always use new information and a fresh approach," she said.

To encourage students to think about constitutional issues, several organizations are sponsoring bicentennial contests and competitions. The American Bar Association, the Bicentennial Commission, and *USA Today*, for example, are jointly sponsoring an essay contest, open to high-school students, carrying the theme, "The Constitution: How Does the Separation of Powers Make It Work?"

Study and 'Celebration'

The A.B.A., which is also sponsoring a mock-trial competition for high-school students, is encouraging students to celebrate the Constitution as well as to study it, according to Minna S. Novick, bicentennial coordinator of the A.B.A.'s special committee on youth education for citizenship.

"The Constitution is always taught," she said. "There is not enough celebration, not enough commemoration."

On the other hand, the Center for Civic Education, which has created a "national bicentennial competition," is using the contest to improve the teaching of the document, according to Charles N. Quigley, executive director of the center.

Students entering the competition, which will be conducted each year through 1991, will prepare by taking a six-week unit developed by the center on the philosophical basis of the Constitution, Mr. Quigley said.

"We are really trying to help kids understand the basic concepts underlying the system," he added.

State Programs

State groups are also developing programs for the schools. In several states, such as Virginia, the state bicentennial commission will provide speakers; in Washington State, the speakers will be actors posing as the Constitution's framers.

In other states, local activity is aimed at highlighting the state's particular role in the framing or ratification of the Constitution.

In Delaware, which prides itself on being the first state to ratify the Constitution, the Delaware Heritage Commission has commissioned a 4th-grade textbook on Delaware history. Although the state has been planning to produce a textbook for years, the bicentennial provided the impetus, according to Mr. Huffman.

States that were not among the original 13 colonies are also tailoring their bicentennial activities to local history. The Alabama Humanities Foundation is planning to develop classroom materials on Hugo Black, the former Supreme Court justice from Alabama, and on key Supreme Court cases—such as *New York Times* v. *Sullivan*, the landmark libel case—that involved the state.

Walter Cox, director of the foundation, said the state's current budget crisis may curtail the commission's ability to distribute nationally developed materials. But he said there is so much local interest in producing bicentennial materials that the lack of state coordination may lead to a duplication of effort, rather than a curb on activities.

"There is so much fine work being done at the national level," he said. "People shouldn't reinvent the wheel in every school district."

DATABANK

Selected Statistics for 120 Largest School Systems in 1982-83

Name of School System	Location of Superintendent's Office	Enrollment *(Fall 1982)*	Classroom Teachers *(Fall 1982)*	Revenues and Expenditures, 1981-82 *(in thousands of dollars)*			
				Revenue Receipts	Total Expenditures^1	Current Expenditures, Instruction	Current Expenditure Per Pupil, 1981-82^2 *(in dollars)*
New York City	Brooklyn, N.Y.	918,358	46,235	$2,827,093	$2,819,296	$1,843,516	$2,864
Los Angeles Unified	Los Angeles, Calif.	547,906	24,136	1,636,314	1,631,641	908,475	2,937
Chicago City	Chicago, Ill.	435,843	21,457	1,305,309	1,345,321	671,686	2,820
Dade County	Miami, Fla.	222,058	12,048	704,705	687,518	409,761	2,675
Detroit City	Detroit, Mich.	208,656	—	630,481	663,334	364,604	2,687
Philadelphia City	Philadelphia, Pa.	207,774	11,988	675,050	643,009	293,630	2,514
Houston Independent School District	Houston, Tex.	194,439	10,213	481,950	505,488	302,725	1,761
Dallas Independent School District	Dallas, Tex.	128,021	7,142	339,521	322,757	216,072	1,694
Broward County	Ft. Lauderdale, Fla.	125,744	7,502	401,992	366,910	233,849	2,620
Fairfax County	Fairfax, Va.	123,164	6,622	419,621	397,582	226,878	3,045
Baltimore City	Baltimore, Md.	119,570	6,303	345,827	333,987	177,252	2,688
Prince Georges County	Upper Marlboro, Md.	112,279	5,393	339,219	334,953	193,714	2,697
San Diego City Unified	San Diego, Calif.	110,631	5,043	322,192	317,784	198,451	2,827
Hillsborough County	Tampa, Fla.	110,562	6,297	294,000	287,108	166,643	2,284
Memphis City	Memphis, Tenn.	108,010	5,383	239,955	234,544	131,680	2,012
Duval County	Jacksonville, Fla.	99,163	5,372	249,068	249,305	149,104	2,307
Jefferson County	Louisville, Ky.	95,020	4,959	236,022	226,184	140,208	2,197
Montgomery County	Rockville, Md.	92,595	5,406	364,287	345,438	211,903	3,388
District of Columbia	Washington, D.C.	91,105	5,305	312,193	324,569	166,779	3,168
Clark County	Las Vegas, Nev.	89,680	4,009	231,172	217,209	131,633	2,194
Baltimore County	Towson, Md.	87,977	5,257	296,880	284,730	177,949	2,886
Milwaukee	Milwaukee, Wis.	86,387	4,475	322,977	317,233	218,353	3,568
Pinellas County	Clearwater, Fla.	84,521	4,986	255,633	234,743	143,336	2,437
Orleans Parish	New Orleans, La.	83,767	4,553	239,117	220,768	114,253	2,489
Cleveland	Cleveland, Ohio	79,541	3,802	275,473	281,189	148,844	3,528
Orange County	Orlando, Fla.	78,745	4,610	209,134	204,589	126,016	2,320
Jefferson County	Lakewood, Colo.	76,530	3,684	228,216	222,716	114,592	2,588
Albuquerque	Albuquerque, N.M.	75,104	4,173	234,027	228,096	130,435	2,893
DeKalb County	Decatur, Ga.	74,276	4,161	182,556	188,718	113,861	2,308
Mecklenburg Co.-Charlotte City	Charlotte, N.C.	72,162	3,538	185,747	170,882	98,940	2,329
Palm Beach County	W. Palm Beach, Fla.	70,818	4,229	216,729	229,145	125,171	2,572
Columbus	Columbus, Ohio	69,101	2,983	211,690	203,575	121,971	2,708
Atlanta City	Atlanta, Ga.	69,004	3,895	202,314	211,299	114,767	2,861
Nashville-Davidson County	Nashville, Tenn.	66,122	3,076	146,699	141,246	93,832	2,027
Anne Arundel	Annapolis, Md.	65,621	3,586	179,366	174,176	108,733	2,358
Fort Worth Independent School District	Forth Worth, Tex.	65,202	3,241	149,291	153,908	95,281	2,052
Granite	Salt Lake City, Utah	64,825	2,683	141,364	134,829	64,746	2,026
Denver	Denver, Colo.	62,309	3,296	229,635	204,505	132,328	3,114
Mobile	Mobile, Ala.	61,820	2,916	105,734	111,131	69,643	1,721
Boston	Boston, Mass.	60,950	3,552	293,710	252,818	142,018	3,739
El Paso Independent School District	El Paso, Tex.	60,423	2,931	125,947	115,098	71,466	1,678
San Francisco Unified	San Francisco, Calif.	60,310	2,570	167,190	172,147	101,649	2,815
San Antonio Independent School District	San Antonio, Tex.	59,796	2,968	131,287	128,092	89,698	2,049
Long Beach Unified	Long Beach, Calif.	59,065	2,537	140,559	149,593	86,734	2,582
St. Louis City	St. Louis, Mo.	58,400	2,900	185,478	178,900	96,834	2,849
East Baton Rouge Parish	Baton Rouge, La.	57,560	3,608	168,449	163,666	83,651	2,600
Polk County	Bartow, Fla.	57,120	3,143	148,181	143,157	90,364	2,277
Jefferson Parish	Gretna, La.	57,099	3,141	179,384	194,046	81,866	2,636
Newark	Newark, N.J.	56,931	3,298	223,105	220,823	116,558	3,410
Indianapolis	Indianapolis,Ind.	55,491	2,851	176,329	174,918	82,922	2,562
Austin Independent School District	Austin, Tex.	55,248	3,367	156,992	149,088	96,646	2,606
Virginia Beach City	Virginia Beach, Va.	55,131	2,684	112,863	112,087	64,987	1,824
Cobb County	Marietta, Ga.	55,043	2,686	109,504	109,350	61,466	1,752
Wake County	Raleigh, N.C.	53,728	2,837	125,772	117,236	65,331	2,175
Tucson Unified	Tucson, Ariz.	53,685	2,544	142,484	132,463	77,175	2,281
Jordan	Sandy, Utah	53,468	2,156	104,967	96,693	47,951	1,632
Greenville County	Greenville, S.C.	52,253	2,751	102,872	119,447	61,577	1,964
Cincinnati	Cincinnati, Ohio	52,208	2,550	158,596	164,695	95,456	2,949
Portland	Portland, Ore.	51,098	1,953	188,401	183,433	93,670	3,412
Oakland Unified	Oakland, Calif.	50,089	2,010	165,222	159,494	86,813	3,110

270 Elementary Schools Are Honored at White House

WASHINGTON—Representatives from 270 outstanding public and private elementary schools in 44 states and the District of Columbia were honored at a White House ceremony Friday, capping Secretary of Education William J. Bennett's "Year of the Elementary School."

Selected as exemplary in the department's first national elementary-school recognition program, the schools were among some 800 nominated for the honor by chief state school officers and members of the Council for American Private Education.

Secretary Bennett called the award winners "as diverse as America itself" and said their one common attribute was that "they're good schools."

"They provide their young students with a solid foundation for later life," the Secretary said. "They have helped their students develop a strong core of skills and knowledge, good values and habits, and an enthusiastic attitude toward learning."

Though the public- and private-school recognition programs were conducted separately, with CAPE officials selecting the 60 private-school winners, department spokesmen said school effectiveness was gauged in each process through on-site visits, detailed application materials, and interviews with parents, teachers, and administrators.

"The awards were based primarily on how well they used resources at their disposal and how well they met the needs of their particular students," department officials said in announcing the selections this summer. "There was special emphasis on student achievement in reading and mathematics, and on the school's record of overcoming obstacles and sustaining progress."

Public secondary schools have been honored in similar recognition programs for the past three years, and private secondary schools for the past two. Beginning with this year's program, Mr. Bennett plans to recognize outstanding elementary and secondary schools on alternate years.

The schools honored Friday were:

Alabama: *Public:* Cahabaca Heights Community School, Birmingham; Valley Elementary School, Pelham; Vestavia Hills Elementary School-West, Vestavia Hills.

Alaska: *Public:* Tok School, Tok.

Arizona: *Public:* Booker T. Washington School, Mesa; Laguna Elementary School, Tucson; Page Elementary School, Page; Weinberg Elementary School, Chandler.

California: *Public:* Alamo Elementary School, Alamo; Amy Blanc Elementary School, Fairfield; Discovery Bay Elementary School, Byron; Fort Washington Elementary School, Fresno; Garden Gate Elementary School, Cupertino; Greenville Fundamental Elementary School, Santa Ana; Harbor View Elementary School, Corona del Mar; Lupin Hill Elementary School, Calabasas; Melvin Avenue School, Reseda; Mendocino Middle School, Mendocino; O'Neill Elementary School, Mission Viejo; Pioneer Elementary School, Union City; Walter White School, Ceres; West Valley Elementary School, Sunnyvale; White Oak Elementary School, Westlake. *Private:* Pacific Union College Elementary School, Angwin; St. Anthony's School, Fresno; St. David's Elementary School, Richmond.

Colorado: *Public:* Douglass Valley School, Colorado Springs.

Connecticut: *Public:* Cider Mill School, Wilton. *Private:* St. Francis School, New Haven.

District of Columbia: *Public:* Bunker Hill School, Washington; Smothers Elementary School, Washington. *Private:* Sidwell Friends Lower School, Washington.

Florida: *Public:* Bayview Elementary School, Ft. Lauderdale; Caloosa Elementary School, Cape Coral; Dr. W.J. Creel Elementary School, Melbourne; Finegan Elementary School, Atlantic Beach; Hendricks Avenue Elementary School, Jacksonville; Jackson Heights Middle School, Oviedo; John N.C. Stockton School, Jacksonville; Kate Sullivan Elementary School, Tallahassee; Pine Trail Elementary School, Ormond Beach; Pinecrest Elementary School, Miami. *Private:* Ascension Catholic, Melbourne; Rabbi Alexander S. Gross Greater Miami Hebrew Academy, Miami Beach; St. Rose of Lima, Miami Shores; The King's Academy, West Palm Beach.

Georgia: *Public:* Burroughs-Molette Elementary School, Brunswick; Duluth Middle School, Duluth; Garden Hills School, Atlanta; Southside Elementary School, Milledgeville. *Private:* Christ the King, Atlanta; Hebrew Academy of Atlanta Inc., Atlanta.

Hawaii: *Public:* Manoa Elementary School, Honolulu; Nuuanu Elementary School, Honolulu. *Private:* Hanahauoli School, Honolulu.

Idaho: *Public:* Lincoln Elementary School, Caldwell; Pierce School, Pierce.

Illinois: *Public:* Everett School, Lake Forest; Fairview South School, Skokie; Garden Hills Elementary School, Champaign; Hadley Junior High School, Glen Ellyn; John W. Gates Elementary School, Aurora; Kenneth E. Neubert Elementary School, Algonquin; La Grange Highlands Elementary School, La

Continued on Page 23

Name of School System	Location of Superintendent's Office	Enrollment *(Fall 1982)*	Classroom Teachers *(Fall 1982)*	Revenues and Expenditures, 1981-82 *(in thousands of dollars)*: Revenue Receipts	Total Expenditures[1]	Current Expenditures, Instruction	Current Expenditure Per Pupil, 1981-82[2] *(in dollars)*
Fresno City Unified	Fresno, Calif.	49,222	2,036	133,694	129,885	80,056	2,639
Tulsa City	Tulsa, Okla.	47,973	2,408	116,521	116,167	71,971	2,191
Buffalo City	Buffalo, N.Y.	46,716	2,763	178,146	179,381	88,603	3,635
Caddo Parish	Shreveport, La.	46,320	2,542	122,218	116,156	60,553	2,453
Ysleta Independent School District	El Paso, Tex.	45,358	2,171	82,358	73,498	49,666	1,678
Seattle	Seattle, Wash.	45,226	2,074	159,752	162,505	96,404	3,438
Brevard County	Rockledge, Fla.	44,413	2,388	115,524	116,338	70,107	2,258
Wichita	Wichita, Kan.	44,316	2,425	128,217	120.445	66,951	2,494
Jefferson County	Brimingham, Ala.	44,188	2,195	94,554	87,777	53,086	1,762
San Juan Unified	Carmichael, Calif.	43,648	1,892	116,119	112,831	69,980	2,504
Toledo	Toledo, Ohio	43,629	2,140	127,510	120,950	72,858	2,645
Birmingham City	Birmingham, Ala.	42,614	2,220	94,554	92,671	53,356	2,088
Pittsburgh City	Pittsburgh, Pa.	42,604	2,779	203,804	182,467	76,835	3,444
Charleston County	Charleston, S.C.	42,577	2,276	92,949	107,989	52,820	2,050
Omaha	Omaha, Neb.	42,270	2,135	124,861	116,437	60,526	2,465
Davis County	Farmington, Utah	42,123	1,723	86,778	95,000	41,142	1,853
Oklahoma City	Oklahoma City, Okla.	41,649	2,170	97,587	92,714	51,730	2,011
Mesa Unified	Mesa, Ariz.	41,113	1,970	88,536	90,249	47,150	1,982
Escambia County	Pensacola, Fla.	40,703	2,293	104,355	104,649	62,394	2,296
Sacramento City Unified	Sacramento, Calif.	40,532	1,693	120,674	115,190	62,352	2,692
Forsyth Co./Winston-Salem City	Winston-Salem, N.C.	39,666	1,967	95,576	93,031	53,234	2,291
Kanawha County	Charleston, W.Va.	39,536	2,363	107,703	101,742	59,514	2,427
Kansas City	Kansas City, Mo.	38,415	1,855	107,859	96,491	54,487	2,450
Minneapolis Special	Minneapolis, Minn.	38,301	1,991	174,935	163,315	73,674	3,846
Gwinnett County	Lawrenceville, Ga.	38,219	1,839	72,573	78,654	41,005	1,740
Corpus Christi Independent School District	Corpus Christi, Tex.	37,479	2,013	84,721	86,367	56,719	2,153
Garden Grove Unified	Garden Grove, Calif.	37,256	1,456	99,886	95,517	57,031	2,436
Pasadena Independent School District	Pasadena, Tex.	37,162	1,822	81,274	84,005	46,044	1,901
Seminole County	Sanford, Fla.	36,738	1,880	84,320	80,246	50,840	2,002
Akron	Arkon, Ohio	36,380	1,802	103,269	105,379	66,972	2,660
Anchorage	Anchorage, Alaska	36,243	2,154	175,537	153,946	107,186	2,858
Norfolk City	Norfolk, Va.	36,186	1,980	94,800	90,660	51,828	2,488
Volusia County	Deland, Fla.	36,057	1,954	103,656	102,721	55,326	2,176
Aldine Independent School District	Houston, Tex.	35,670	1,779	72,771	66,789	42,015	1,655
Fulton County	Atlanta, Ga.	35,536	2,231	91,103	86,069	53,699	2,207
Richardson Independent School District	Richardson, Tex.	35,492	1,931	86,260	81,204	53,369	1,937
Northside Independent School District	San Antonio, Tex.	35,087	1,957	74,836	83,143	46,984	1,888
Prince William County	Manassas, Va.	34,984	1,896	92,082	85,638	48,013	2,256
Cumberland County	Fayetteville, N.C.	34,794	1,649	71,564	70,118	40,772	1,955
Arlington Independent School District	Arlington, Tex.	34,598	1,791	76,590	72,839	41,592	1,738
Rochester	Rochester, N.Y.	34,280	1,902	146,870	145,308	70,667	3,862
Chesterfield County	Chesterfield, Va.	33,935	1,910	76,955	70,817	41,076	1,941
North East Independent School District	San Antonio, Tex.	33,458	1,604	76,701	81,785	46,568	1,973
Santa Ana Unified	Santa Ana, Calif.	33,243	1,392	86,728	78,690	47,249	2,341
Gaston County	Gastonia, N.C.	33,200	1,540	63,954	66,475	37,555	1,779
Fort Wayne Community	Fort Wayne, Ind.	32,933	1,531	86,751	81,399	45,680	2,198
Montgomery County	Montgomery, Ala.	32,694	1,743	57,524	56,833	35,733	1,592
Calcasieu Parish	Lake Charles, La.	32,593	1,966	85,410	88,951	41,704	2,487
Flint	Flint, Mich.	32,487	—	112,400	118,010	62,167	3,531
San Jose Unified	San Jose, Calif.	32,158	1,322	96,017	99,905	61,217	3,049
Dayton	Dayton, Ohio	32,057	1,689	108,413	112,480	70,873	3,300
Clayton County	Jonesboro, Ga.	31,794	1,743	62,023	61,934	38,739	1,728
Mt. Diablo Unified	Concord, Calif.	31,778	1,375	89,042	80,119	46,937	2,363
Richmond County	Augusta, Ga.	31,765	1,745	66,786	77,511	40,627	2,046
Des Moines Independent Community	Des Moines, Iowa	31,757	1,670	99,967	90,567	65,331	2,696
St. Paul	St. Paul, Minn.	31,430	1,762	138,365	128,626	72,272	3,840
Washoe County	Reno, Nev.	31,420	1,627	85,381	96,638	46,417	2,551
Jersey City	Jersey City, N.J.	31,384	1,658	111,345	106,232	67,276	2,990
Shawnee Mission	Shawnee Mission, Kan.	31,312	1,881	91,580	86,475	53,936	2,467
Henrico County	Highland Springs, Va.	31,025	1,785	83,420	78,388	45,042	2,358
TOTALS OF THE LARGEST 120 SCHOOL DISTRICTS		**8,967,192**	**447,672**	**$25,841,483**	**$25,429,052**	**$14,670,607**	—

[1] Includes intergovernmental expenditures not shown separately.

[2] Current expenditure per pupil based on Fall enrollment. The United States average expenditure for this measure was $2,478 in 1981-82.

NOTE: Because of rounding, details may not add to totals.

SOURCE: U.S. Education Department, National Center for Education Statistics, survey of "Common Core of Data," and U.S. Department of Commerce, Bureau of the Census, 1982 Census of Goverments, Finances of Public School Systems.

Tax Bite Largest In 'Big Apple'

When it comes to taxes, New York City is still the biggest apple of all, according to a study by a business-backed research group.

The report, released by the Citizens Budget Commission this past summer, said the city's per-capita tax rate remains the highest in the nation, more than twice the average for other large cities.

New York's taxes have risen by approximately 50 percent since the mid-1960's and by 16 percent in the past three fiscal years, despite a series of tax cuts passed by the state legislature, according to Raymond D. Horton, the commission's director of research.

Noting that taxes have increased faster than inflation and personal income over the past decade, Mr. Horton attributed the high tax rates to the extensive social services provided by the city; to overstaffing in many municipal departments; and to pay raises won by the unions representing New York City's public employees.

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New Study Raises Concerns About Adult Literacy

Many Said Unable To Cope In Technological Society

By Lynn Olson

WASHINGTON—Although basic illiteracy is not widespread among the nation's young adults, many lack the degree of literacy needed to function well in a technological society, the National Assessment of Educational Progress reported here last week.

Six percent of people in their early 20's read below the 4th-grade level, the federally funded study found, and 5 percent cannot perform such "routine or uncomplicated tasks" as filling out a job application or totaling two entries on a bank-deposit slip.

Moreover, the study of 3,600 adults ages 21 to 25 reported that performance plummeted as tasks became more difficult. Some 91 percent of those surveyed, for example, could not find and paraphrase an unfamiliar theme in a short poem. And 90 percent were unable to use unit pricing to choose the best buy in a grocery store.

"People are not walking around bumping into walls because they can't read," said Irwin S. Kirsch, the study's project director. "The question is whether people with only moderate literacy skills have the flexibility to shift into new environments."

The findings have major implications for the nation's public schools, according to Archie F. Lapointe, executive director of NAEP. He cited the need to expand dropout-prevention programs, place greater emphasis on higher-order thinking skills, and increase the availability of preschool and early-intervention programs for children whose parents are poorly educated.

The study found that young adults who dropped out of high school had far greater difficulty performing various literacy tasks than did their peers who graduated.

Although 72 percent of all young adults could write a letter explaining an error on a bill, for example, only 23 percent of those with eight years or less of schooling could do so. And only 41 percent of those with some high-school experience succeeded at this "moderate" literacy task.

"It has been argued that many, if not most, of society's managerial, professional,

Continued on Page 16

A 'Living Tribute'

ACCEPT THE
HALLENGE

AP/WIDE WORLD PHOTOS

Families of the space shuttle Challenger's crew announce plans for a national science-education center in their honor. See story on page 10.

Tangle of Questions Confronts Schools Considering Drug-Testing Programs

By Debra Viadero

First of a Two-Part Series

For Richard Stephens, a high-school principal in Alliance, Neb., signing up for the nation's war on drugs has not been a simple proposition.

Earlier this year, when his school's athletics director proposed testing student athletes for drugs, Mr. Stephens began a long struggle with the tangle of legal, ethical, financial, and administrative questions that hundreds of his counterparts nationwide may soon encounter.

"It's not something you can easily jump into," he says now.

The Alliance school board's lawyer, Thomas Danehey, agrees.

"My first question as an attorney was the reliability and validity of the tests," he says. "What do you do if a student tests positive? Do you suspend him or what?"

Beyond that, Mr. Danehey says, was the question of purpose. "We have not seen anything from anybody here that shows a need."

Before answers could be found, however, two larger uncertainties emerged.

First, the school board's insurance agent said liability coverage would not protect

Continued on Page 9

Statistics Agency Needs Overhaul, Panelists Assert

Abolition of E.D. Center Raised as Last Option

By Tom Mirga and Marleen Nienhuis

WASHINGTON—The Education Department's statistics-gathering agency is so badly flawed that it should either be substantially overhauled or abolished, a new report by a panel of the National Research Council has recommended.

"It is past time for those in positions of responsibility to face up to the risks and dangers of perpetuating the myriad and continuing problems" of the Center for Statistics, formerly known as the National Center for Education Statistics, wrote the panel of 12 nationally prominent statisticians and educators in a report released here last week.

They said that although they "continue to believe strongly that the center still has a future," wide-ranging actions must be taken to improve its image and the quality of the data it produces.

Unless such steps are taken, the panelists concluded, "serious consideration should be given to the more drastic alternatives of abolishing the center and finding other means to obtain and disseminate education data."

Among the steps they suggested are the establishment of an office of statistical standards and methodology within the center; the setting of, and rigorous adherence to, deadlines for key surveys; and a "com-

Continued on Page 17

Citing Link to Economy, School Chiefs Plan Study of 'At Risk' Students' Needs

By Bill Montague

ST. PAUL—After a year of research into the link between education and economic development, the nation's chief state school officers will now turn their attention to a closely related topic—the needs of at-risk students.

Speaking here last week to a study commission of the Council of Chief State School Officers, the council's president-elect, David W. Hornbeck, outlined an agenda for examining the needs of poor, minority, and other disadvantaged students.

"When we ask what group of students in the common schools have we done least well by, indeed we see that we have failed to meet the needs of minority students," said Mr. Hornbeck, the Maryland superintendent of schools.

When the chiefs gather for their annual convention in November, Mr. Hornbeck said, he will ask them to formally direct the commission to begin working on the topic.

The panel, which is composed of deputy and assistant chiefs from 57 states and territories, convened to draft a set of specific recommendations on economic development for the chiefs to consider next month.

In his remarks, Mr. Hornbeck stressed that the issue of at-risk students is closely linked to the issue of economic growth at the state and national levels.

Continued on Page 13

Also in the news

A.C.T. Scores Rise; S.A.T.'s Unchanged
Experts are encouraged by the performance of college-bound seniors on admissions tests, but they remain concerned about the wide gap between the scores of whites and minorities.
4

Foundations Focusing On Structural Change
Grantmakers involved in programs for public education foresee a trend away from providing funds for narrow projects and toward broader efforts involving school structure.
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Tax, Spending Bills Seen Costly for Teachers
The new federal tax revision will eliminate a popular "tax holiday" provision for retiring teachers, and a budget-reconciliation bill mandates Medicare coverage for teachers.
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IN SUMMARY

Comparing Student Achievement
High-school juniors in eight Southern states have reading and writing skills that, for the most part, equal those of their counterparts across the nation, according to a new study. **Story on Page 5.**

Metric Education
Business leaders and educators meeting last week said that if the U. S. is to become fully competitive in world trade, it must emphasize metric education in all areas of the curriculum. **Story on Page 6.**

A Guide to Drug Tests
In an interview, an expert from the center for human toxicology at the University of Utah answers some of the most commonly asked questions about drug testing. **Story on Page 9.**

A 'Living' Memorial
Family members of the Challenger crew have launched a campaign to establish a center for space-science education as a "living" tribute to the shuttle's seven astronauts. **Story on Page 10.**

Aid Withheld in Utah
To help meet the state's constitutional mandate to balance its budget, the Governor of Utah has blocked the payment of $12.5 million in state aid to school districts. **Story on Page 12.**

Concern About Children
A new poll reveals widespread public concern about the problems of children, as well as criticism of the performance of parents, schools, and government in dealing with those problems. **Story on Page 15.**

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THE WEEK

NATIONAL

South African Blacks Study at Prep Schools

A consortium of six independent schools will provide a year of intensive training to 30 black South African students over the next three years to prepare them for study in American colleges.

The agreement, which grew out of a five-year-old program at Northfield-Mount Hermon School in Northfield, Mass., is aimed at providing college-preparation aid to students who have the potential to become leaders in their country, according to Kim Nilsen, public-relations director at Northfield-Mount Hermon.

Under the program, students selected by a South African agency will attend the schools for one year to improve their English, mathematics, and study skills. The schools pay their tuition, transportation costs, and personal expenses.

Of the six students who have participated in the program so far, only one left college, Mr. Nilsen said. The students, who attend Amherst College, Earlham College, the University of Colorado, and the University of Massachusetts, all plan to return to South Africa when they complete their education, he said.

This year, seven students are taking preparatory courses at five of the consortium schools: three at Northfield-Mount Hermon, and one each at the Phillips Exeter Academy in Exeter, N.H.; Milton Academy in Milton, Mass.; the Emma Willard School in Troy, N.Y.; and Phillips Academy in Andover, Mass. Deerfield Academy in Deerfield, Mass., plans to join the program next year.

The program is being paid for by a $32,500 grant from the Geraldine R. Dodge Foundation and a $25,000 grant from the Rockefeller Brothers Fund. In addition, a Northfield-Mount Hermon alumnus and a Worcester, Mass.-based insurance company have made donations.

Preparation of Women For College Is Examined

The District of Columbia, Mississippi, and New Mexico rated highest in "preparing young women for college," according to a recent survey by the Project on Equal Education Rights, a division of the National Organization for Women Legal Defense and Education Fund.

"But no state is doing an outstanding job," added PEER's "1986 Report Card," based on an assessment of Scholastic Aptitude Test scores, college-enrollment figures, and types of college degrees awarded to women.

Montana, Maine, Idaho, and Utah received the group's lowest ratings. The District of Columbia, despite a high dropout rate and low level of student achievement, received praise for female students' high ambitions in postsecondary education.

The survey also compared states' female enrollments in vocational training for predominantly male occupations. California, Ohio, Michigan, and Oklahoma were most exemplary, according to the survey, followed by Pennsylvania and North Dakota. Alabama came in last, the group said.

PEER awarded its "Silver Snail"—a citation for "national leaders who have been notorious in their opposition to equal educational opportunities for women, minorities, and disabled students"—to Undersecretary of Education Gary L. Bauer; Donald Regan, White House chief of staff; Marion G. (Pat) Robertson, a television evangelist; and Beverly LaHaye, director of Concerned Women for America.

Boy Scouts Encouraging Organ, Tissue Donations

The Boy Scouts of America this week are launching a nationwide campaign to encourage people to let their families know that they would like to donate their organs or tissue if they are killed in an accident.

The W. K. Kellogg Foundation has provided $400,000 to underwrite the program, which is expected to involve up to 1.5 million youth volunteers and to reach 6 million families.

Other corporate support is being provided by Dow Chemical Company, which has lent a top executive to the national scouting organization to coordinate the program; Eastman Kodak Corporation, which is providing visual-aid materials; and International Paper Company, which will donate message space on milk cartons and grocery bags.

In addition to distributing literature and donor-awareness cards during the three-month campaign, Scouts will appear before school, community, and civic groups to talk about the program.

"If enough people express their desire to become donors to their families, the serious shortage of organs and tissues can be alleviated, and thousands of people can return to healthy and vital lives," Ben H. Love, chief Scout executive, said.

The program is being conducted in cooperation with the American Council on Transplantation, an umbrella organization of some 80 health-related agencies.

STATES

Arkansas Stiffens Rules For Teacher Education

The Arkansas Board of Education has approved new regulations for teacher-education programs designed to raise the caliber of future teachers in the state.

Based on the recommendations of a task force convened by Gov. Bill Clinton in 1983, the regulations will require prospective high-school teachers to meet the same requirements for an academic major as non-teacher-education students.

They also require candidates for teacher-education programs to have a minimum 2.5 grade-point average in college, a passing score on the Pre-Professional Skills Test, and grades of C or above in courses in written and oral communication and mathematics.

In addition, teacher-training programs must be accredited by the National Council for Accreditation of Teacher Education and ensure that at least 80 percent of their graduates pass the professional-knowledge and specialty-area tests of the National Teacher Examinations.

The new requirements are based on the work of Governor Clinton's 19-member task force on teacher education, certification, and evaluation, which was formed at the request of the state legislature. The policies, approved last month by the board, will go into effect with the freshman class of 1987.

DISTRICTS

Former Student Is Shot While Visiting School

Two students at a California high-school have been charged with murder in the fatal shooting of a graduate who had returned to the school to visit a teacher.

The students—a 15-year-old and a 17-year-old—were arrested after Antoine Thompson, 18, of Los Angeles was shot last month in an argument over use of a pay telephone at Fairfax High School near West Hollywood, according to police.

Mr. Thompson, who suffered from dyslexia, had come to the school to tell his former special-education teacher how pleased he was to be in college and to discuss his interest in getting help with his studies, said Warren Steinberg, the school's principal.

"It was one of those freak things that occur," Mr. Steinberg said, noting that he believed Mr. Thompson did not know the accused students, who had both transferred to the school.

N.Y.C. Widens Access To Selective Schools

The New York City Board of Education has voted to use some random selections to ensure that all students have an opportunity to attend one of the city's career-oriented schools or programs, which have been criticized for being too exclusionary.

A.C.T. Scores Up Slightly for 1986; S.A.T. Averages Hold Steady

By Lynn Olson

High-school seniors in the class of 1986 scored at least as well as 1985 graduates on the nation's two major college-admissions tests, continuing what experts describe as a five-year upswing in performance.

Students taking the American College Testing assessment received an average composite score of 18.8, on a scale of 1 to 36. The score, up slightly from last year's average of 18.6, is the highest of any class since 1974, officials with the American College Testing Program said last week.

Seniors in the class of 1986 who took the Scholastic Aptitude Test, the other major college-admissions examination, received the same average scores as those in the class before—431 out of a possible 800 on the test's verbal section and 475 out of 800 on the mathematics section, the College Board announced last week.

The College Board also reported that the average of scores on the 14 Achievement Tests—one-hour multiple-choice exams in specific academic subjects—also remained unchanged from 1985, at 540 out of a possible 800.

Unlike the S.A.T., the A.C.T. measures students' performance in the natural and social sciences, as well as in English and math. Average scores rose from 18.1 to 18.5 on the English section, from 17.2 to 17.3 in math, from 21.2 to 21.4 in natural sciences, and from 17.4 to 17.6 in social sciences.

Results Encouraging

Officials at both organizations described the 1986 test results as encouraging.

A.C.T. scores have been rising steadily for the past five years, said Oluf M. Davidsen, president of the Iowa City-based A.C.T.

"We cannot pinpoint all the causes for the continued gradual improvement in A.C.T. test performance," he said, "but quite likely some of the score increase is related to the renewed concern about educational quality."

He noted that states and districts are strengthening high-school graduation requirements, "and the relationship between core high-school courses taken and A.C.T. scores earned is compelling."

George H. Hanford, president of the College Board, said that while average scores on the S.A.T. did not improve, the number of college-bound seniors taking the test rose by 2.3 percent between 1985 and 1986, to a little more than 1 million.

A.C.T. Scores

1972-73	19.2
1973-74	18.9
1974-75	18.6
1975-76	18.3
1976-77	18.4
1977-78	18.5
1978-79	18.6
1979-80	18.5
1980-81	18.5
1981-82	18.4
1982-83	18.3
1983-84	18.5
1984-85	18.6
1985-86	18.8

American College Testing Program composite test scores are reported on a scale of 1 to 36

SOURCE: American College Testing

Normally, when the number of test-takers goes up, he said, there is a tendency for scores to go down.

The number of seniors taking the A.C.T. decreased in 1986 to approximately 730,000, down about 9,000 from 1985. David S. Crockett, the A.C.T.'s vice president of public affairs, said the decline in the number of students taking the exam did not affect overall test scores.

Officials agreed that while A.C.T. scores rose in 1986 and S.A.T. scores remained the same, the difference is not significant.

"The trend line for both programs in the last five years has been on the up side," Mr. Crockett said. "I think they're consistent in that regard."

The A.C.T. primarily serves students and colleges in 28 states in the Midwest, South, and West, where many public colleges and universities require the test for admission.

The S.A.T., developed by the Educational Testing Service, is used most extensively by students and colleges on the East and West coasts, where it is an admissions tool for most private higher-education institutions.

Long-Term Trends

The public has often viewed scores on the two college-admissions tests as a sign of how well American schools are educating their children.

The downward slide in S.A.T. scores between 1963 and 1980—when they hit a low of 424 on the verbal section and 471 in math—prompted widespread attacks on the quality of elementary and secondary education in the United States.

After scores on the test began rising, between 1981 and 1985, many saw the gain as a sign that the nation's education system was turning around. This year's combined average for the verbal and math sections, however, only returns performance to its 1975 level.

Average composite scores on the A.C.T. did not begin declining until 1970 and leveled off in 1976.

Officials with both organizations cautioned against attributing too much significance to the test results.

"There is a swing back toward meritocracy, if you will, in the country, and that's where things are headed," Mr. Hanford said. But he added: "I'm always against overinterpreting. You look at other factors, too. There are a lot of other ways of assessing the quality of schools than S.A.T. scores."

Minority Performance

Minority students' composite scores on the A.C.T. increased in 1986 by approximately 0.5 to 0.6 points for blacks, Native Americans, Mexican Americans, Orientals, and Puerto Ricans and other Hispanics.

But with the exception of Asian Americans, the scores of all minority groups continued to trail far behind those of Caucasian students.

For example, the average scores for black and white students, respectively, were 14 and 19.2 in English, 10.4 and 18.2 in math, 15.5 and 22.2 in natural sciences, and 11.7 and 18.6 in social studies.

S.A.T. Scores

	Verbal	Math
1973	445	481
1974	444	480
1975	434	472
1976	431	472
1977	429	470
1978	429	468
1979	427	467
1980	424	466
1981	424	466
1982	426	467
1983	425	468
1984	426	471
1985	431	475
1986	431	475

Scholastic Aptitude Test average scores are reported on a scale of 200 to 800

SOURCE: Scholastic Aptitude Test

Moreover, with the exception of Mexican Americans—1,000 more of whom took the A.C.T. in 1986 than in 1985—the number of minorities taking the test dropped. The smaller number of minority test-takers, however, did not affect overall test scores, Mr. Crockett said.

Samuel D. Cargile, director of the A.C.T.'s office of minority education, attributed the improved performance by minorities to the increased number of minority students, particularly blacks and Hispanics, taking core academic courses.

"It is likely that completing more coursework in relevant subject areas has resulted in higher A.C.T. test scores for minority-group students," he said.

Asian-American students continued to outperform other students on the math portion of the A.C.T. Their average score was 20.8, compared with 18.2 for Caucasians.

Scores on the S.A.T. were not available for different minority groups for 1986. Although both the A.C.T. and the S.A.T. include related questionnaires that ask students about their personal background and characteristics, such as their ethnic group, the S.A.T. questionnaire is being revised, making such information temporarily unavailable.

Mr. Hanford said, however, that the test data do not indicate any "radical" change in minority students' performance compared with that of previous years.

In recent years, the College Board has regularly reported a large but narrowing gap between the test scores of black and white students. But although all minority groups showed gains in S.A.T. scores in 1985, officials noted a "disturbing" decrease in the number of black students taking the exam that year.

Black students account for about 8 percent to 10 percent of all test-takers for both the S.A.T. and the A.C.T.

Sex Differences

As in previous years, more women took both tests in 1986 than men.

The scores of both women and men on the A.C.T. increased, with the exception of women's math scores, which remained stable at 16. Males continued to score significantly higher than women on all but the English section of the A.C.T. and on both the verbal and math sections of the S.A.T.

"We just don't have the information" on why men continue to outperform women, Mr. Crockett of the A.C.T. said. "Anything we said in that regard would be pure speculation."

When registering for the A.C.T., students also indicate the majors they plan to enter and their possible career choices. The percentage of students interested in courses and careers in teaching increased slightly in 1986—up a percentage point from 1985 to 7 percent. The two most popular career choices remained business and the health-related fields.

Similar information was not available for S.A.T. test-takers.

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Pregnancy-Prevention Project Studied

Inner-city girls who participated in an experimental pregnancy-prevention program at two Baltimore schools were far less likely to become pregnant than girls at two city schools without such a program, a study has found.

After 28 months, the number of pregnancies among girls in the program declined by 30.1 percent from what it had been at the program's onset, according to researchers at Johns Hopkins University who designed the project.

In contrast, a 57.6 percent increase in the number of pregnancies was reported among girls in the control group.

In addition, the researchers said, a comparison with the control group showed that girls who were virgins at the beginning of the program generally waited longer to first sexual intercourse—the median delay was seven months—and were more likely to obtain contraceptives before or soon after becoming sexually active.

The three-year program involved 1,700 male and female students at a junior high school and a senior high school.

It combined in-school sex education and counseling with after-school health and family-planning services provided by clinics located nearby.

The students in the control group followed the existing sex-education curriculum required by the state of Maryland.

The findings were published in the July issue of *Family Planning Perspectives*, a journal of Alan Guttmacher Institute, based in New York City.

—T.M.

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EDUCATION WEEK

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State Boards Seek Stronger Role 'In the Center' of Reform Drive

By Lynn Olson

In recent years, governors and legislators have often driven school reform while state boards of education looked on. But a national task force seeking to reverse that situation outlined ways last week that boards could strengthen their policymaking role.

Participants at the annual meeting of the National Association of State Boards of Education in Baltimore were scheduled to debate a draft of the panel's preliminary recommendations late last week. The final report of the NASBE task force will be released in January.

According to the draft, state boards need to develop systematic procedures to set long-range goals for education, review the effects of current policies, assess educational conditions in their states, and garner public support for reform.

To date, said Michael Cohen, director of policy development and planning for NASBE, state boards "have been players on the sidelines, not in the center," of the reform movement.

But according to Kenneth Hilton, president of NASBE and a member of the Delaware Board of Education, the forthcoming elections—and the stage of development that reform is entering—make this "a perfect time" for that to change.

"The governors are going to change, and the legislative bodies are going to change," he said. "The priorities are going to move. The state board has the unique ability to keep the momentum going."

Terry Peterson, another member of the NASBE task force and education aide to Gov. Richard W. Riley of South Carolina, agreed. "Many states and many local school districts have set up broad goals and programs for educational reform," he said. "Now they're being either phased in or refined or modified."

"That's really the role of the state board, and of the local board at the local level," he said.

The relationship legislators and state boards have maintained to this point, however, could best be described as a "nonrelationship," according to Peggy M. Siegel, program manager for education at the National Conference of State Legislatures.

Based on a survey of more than 200 state education and political leaders, she said, the N.C.S.L. found that "state boards were not really that visible inside legislatures, or in the minds of legislators."

"Often, as a policymaking body, they weren't viewed separately from state departments of education and state chiefs," Ms. Siegel said.

"When we talked to state board members, a lot of them felt bypassed by education reform. Most people, including the state boards, admitted that the boards had only a slight role in the actual initiation of major policies."

Signaling their discontent with board leadership, governors and legislators in a number of states have tried in recent years to reorganize the boards or to restrict their

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ELAINE K. REBMAN

In Winchester, Va., a testing specialist meets with a special-needs pupil. A new report has compiled examples of "what works" in special education.

New Guide Will Help Assess the Quality Of Schools' Special-Education Programs

By Debra Viadero

In an effort to ensure that the educational-excellence movement does not bypass special-education students, a national panel this month released a set of indicators to help administrators, teachers, and parents gauge the quality of their schools' special-education programs.

In its report, "Effectiveness Indicators for Special Education: A Reference Tool," a national task force of parents of handicapped children, special-education administrators, teachers, and representatives from the Council of Chief State School Officers has, for the first time, compiled examples of "what works" in special education.

Participants in the National Regional Resource Panel on Effectiveness Indicators for Special Education called the report a "menu" from which students, parents, school-board members, teachers, and state and local administrators can assess their special-education programs and choose what works best in their communities.

"As we hustle toward increasing test scores and all of that, our kids, the special-education students, to some extent, are being forgotten," said Kenneth R. Olsen, chairman of the panel.

He said the report is an outgrowth of the national movement toward excellence in education that was heralded by *A Nation at Risk*, the 1983 report by the National Commission on Excellence in Education.

That report and the spate of school-improvement studies that followed it gave short shrift to the handicapped student,

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Tax Change Called Potential Obstacle To Future Reforms

By Bill Montague

Governors, legislators, and policy experts are warning that the state sales tax—increases in which have perhaps been the most popular method for financing education reforms—may lose a great deal of its luster as a result of federal tax revision.

The federal tax bill, now awaiting President Reagan's signature, would repeal a longstanding provision that allows individuals who itemize their deductions to recoup part of what they pay in state and local sales taxes.

For educators, the revision could present a serious obstacle to future reform efforts, depending on how taxpayers respond to the new fiscal environment.

The Congressional Joint Committee on Taxation estimates that the loss of the sales-tax deduction will cost taxpayers nearly $17 billion over the next five years.

Because of the revision, some state officials are concerned that taxpayers will now prove considerably more reluctant to sup-

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In an Unprecedented Move, Administrators In Philadelphia Vote To Join the Teamsters

By Blake Rodman

In a move without precedent among the nation's large school districts, public-school administrators in Philadelphia have voted to join the International Brotherhood of Teamsters.

The Philadelphia Association of School Administrators voted 472 to 117 late last month to affiliate with the troubled labor union, whose national president is under federal indictment.

PASA—until now an independent association of principals, vice principals, and instructional and program directors—has for nearly two years been locked in a dispute with the School District of Philadelphia over salaries and other concerns. The group's 750 members have been working without a contract since August 1985.

Daniel J. McGinley, president of PASA, said last week that even though state law prohibits public-school administrators from

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Also in the news

Trend Seen in Schools' Anti-Smoking Policies

Gauging the impact of a national campaign to produce a "Tobacco-Free Young America," a new survey has found that most school districts limit smoking, and that nearly half ban all smoking by students. ▶

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New York City Mandates K-12 Sex Education

The New York City Board of Education has approved a K-12 sex-education curriculum but has voted to prohibit school-based health clinics from dispensing birth-control devices to students.

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Preschool Enrollments Rise to Record Levels

Some 2.5 million 3- and 4-year-olds were enrolled in the nation's nursery schools last year, a 400 percent increase over 1965, according to a new report from the U.S. Census Bureau.

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Trends in Teen-Age Behavior
Though the rates for teen-age arrests, suicides, and drug use remain at record-high levels, a new study points to encouraging trends in adolescent behavior in recent years. **Story on Page 5.**

Serving the Community
Questioning the career-mindedness of today's students, participants at a recent Washington forum debated the merits of making community service part of the school curriculum. **Story on Page 6.**

Deeper Cuts in Louisiana
A mounting deficit has forced Gov. Edwin W. Edwards of Louisiana to order a new round of budget cuts for the state's education department and other school-funding programs. **Story on Page 11.**

Putting a Cap on Reform
A seven-year-old California law that limits state spending is threatening the future of school reform there, according to a new study by school-finance experts. **Story on Page 11.**

Crowding Into Kindergarten
Enrollments in public and private nursery schools and kindergarten rose last year to the highest level ever recorded, according to a new Census Bureau report. **Story on Page 12.**

School Days, Holy Days
The U.S. Supreme Court heard arguments last week on whether public schools have the right to bar teachers from using paid "personal business" leave to meet religious requirements. **Story on Page 12.**

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THE WEEK

FEDERAL

E.D. Changes Cycle Of Special-Ed. Reports

As a new staggered system for submitting state special-education plans to the Education Department swings into full use this fall, federal officials predict the system will result in "a better product."

So far, department officials have reviewed and approved 18 three-year state plans. Two more have yet to be approved, said David Weber, director of the division of assistance to the states with the office of special education and rehabilitative services.

Another set of 23 plans must be submitted in May, and the remaining states have until 1988 to submit their plans.

"It allows our staff to spend more time evaluating each individual state plan and develop a system for technical assistance," he said.

In this first cycle of the new system this fall, Mr. Weber said, all states, for the last time, must also submit one-year plans.

In the future, state agencies will only have to notify the department once a year if their plans are altered before three years pass.

The plans outline the steps a state agency is taking to comply with P.L. 94-142, the Education for All Handicapped Children Act.

House Backs Program For Vaccination Injuries

A bill that would establish a federal "no fault" compensation program for children injured as a result of required vaccinations has been approved by the House and sent to the Senate.

Omitted from the measure, however, was a provision for an excise tax on the sale of childhood vaccines to finance the new program. That portion of the bill, passed by the House on a voice vote, was referred to the House Ways and Means Committee, which initiates all tax measures in the Congress, for separate action.

Representative Henry A. Waxman, Democrat of California and sponsor of the measure, said vaccine manufacturers, faced with costly damage awards, have raised the prices of their products by as much as 500 percent in the past two years.

Senator Paula Hawkins, Republican of Florida, has introduced a similar measure in the Senate, but the upper chamber is expected to consider Mr. Waxman's bill.

Under the House bill, any child suffering a known adverse reaction within a certain time after receiving a required vaccine against polio, measles, mumps, rubella, diphtheria, tetanus, or whooping cough would automatically be eligible for compensation by petitioning the federal courts.

NATIONAL

Drug Use Stable, Except For Cocaine, Study Finds

While more Americans used cocaine last year than in previous years, the use of other illicit drugs has decreased or stabilized, according to a new federal study.

The number of people using cocaine climbed to 5.8 million in 1985, up from 4.2 million in 1982, figures from the National Institute on Drug Abuse's 1985 Household Survey on Drug Abuse showed.

Among high-school seniors, the incidence of cocaine use also increased. In 1985, 17.3 percent of high-school seniors said they had used cocaine at least once, compared with 16.1 percent in 1984.

The survey also found that most young people who used cocaine had smoked or freebased it, practices that experts say deliver the drug to the brain in a more concentrated—and dangerous—form. *(See Education Week, Oct. 8, 1986.)*

Though the overall use of illicit drugs has declined since the institute's last survey, nearly 37 million Americans—or roughly one of every five people age 12 or older—used one or more of the substances in 1985, institute officials said.

The survey also found that the number of marijuana users dropped from 20 million in 1982 to 18.5 million in 1985.

Conducted from June to December last year, the survey of 8,038 people was the first such comprehensive survey on drug use in three years.

Censorship Spillover Said To Affect Colleges

Censorship in the nation's schools poses a threat to the quality and freedom of education at the postsecondary level, according to a new report by the American Association of University Professors.

"Academic freedom is indispensable to college and university teaching and research, but the professor's free expression and free inquiry are unlikely to be fully achieved if the student's development at the precollege level is incomplete," states the report, "Liberty and Learning in the Schools: Higher Education's Concern."

Prepared by the A.A.U.P.'s commission on academic freedom and precollege education, the report says that the increasing number of successful attacks on precollegiate textbooks and classroom materials can restrict access to concepts and information necessary for success in college.

Such censorship can also lead to similar restrictions on materials in higher education, it warns.

Moreover, the report states, a successful censorship challenge "increases in some measure the probability that the student will see suppression as an acceptable way of responding to controversial ideas."

The report recommends that colleges play a role in educating the community about the effects of censorship, and that scholarly associations speak out against threats to the freedom of inquiry. In addition, professors should work with teachers and school officials, the report concludes.

Copies of the report are available for $4 each from the A.A.U.P., 1012 14th Street N.W., Washington, D.C. 20005.

Time Inc. Unveils Plan To Buy Scott, Foresman

Officials of Time Inc. announced last week that the communications and publishing giant would buy Scott, Foresman & Company, the nation's fifth-largest textbook-publishing company, in a $520-million deal.

Growth in the elementary-school-age population has made the textbook market a growing and profitable segment of the publishing industry, according to Reginald K. Brack, chief executive officer of Time's Books Group. Textbook sales by S.F.N. Companies, the parent company of Scott, Foresman, grew by 21 percent last year, according to industry figures.

S.F.N. officials also announced last week the forthcoming sale of the South-Western Publishing Company, the corporation's other educational-publishing arm, to the International Thomson Company of Canada, for $270 million.

According to Time spokesman Michael Luftman, S.F.N. wants to complete the deals before the end of the year for tax purposes. He added that Time has no plans to make any changes in the company's management or editorial content.

The acquisition of Scott, Foresman, best known as the publisher of the "Dick and Jane" series of readers, would make Time the nation's second-largest book publisher. The firm also owns Little, Brown Company, a trade book publisher, Time-Life Books, and the Book-of-the-Month Club.

STATES

Colorado Adopts Plan On College Admissions

The Colorado Commission on Higher Education has adopted minimum admissions standards for four-year public universities and colleges as part of the state's effort to create a four-tier system of universities.

Last year, Colorado became the second state to establish such a system when the General Assembly ranked state colleges in four cat-

DATABANK

Change in Number of Teachers, Fall 1970 to Fall 1986

Level of instruction and type of control	Fall 1970	Fall 1980	Fall 1985[1]	Fall 1986[1]
			(in thousands)	
All levels	**2,762**	**3,149**	**3,194**	**3,220**
Public	2,369	2,657	2,661	2,683
Private	393	492	533	537
Elementary and secondary teachers[2]	2,288	2,463	2,500	2,530
Public	2,055	2,162	2,157	2,182
Private	233	301	343	348
Elementary teachers	1,281	1,389	1,440	1,469
Public	1,128	1,177	1,194	1,219
Private	153	212	246	250
Secondary teachers	1,007	1,074	1,061	1,061
Public	927	985	964	963
Private	80	89	97	98
Higher education instructional staff[3]	474	686	694	690
Public	314	495	504	501
Private	160	191	190	189

[1] Estimated.

[2] Includes teachers in local public school systems and in most private schools (religiously affiliated and nonsectarian). Excludes subcollegiate departments of institutions of higher education, residential schools for exceptional children, and federal schools. Also excludes preprimary teachers in schools without a 1st grade. Teachers are reported in full-time equivalents.

[3] Includes full-time and part-time faculty with the rank of instructor or above in universities, other four-year colleges, and two-year colleges.

NOTE: Because of rounding, details may not add to totals.

SOURCE: U.S. Education Department, Center for Statistics, unpublished projections and estimates (August 1986).

School and College Expenditures, 1970-71 to 1986-87

Level of instruction and type of control	1970-71	1980-81	1985-86[1]	1986-87[1]
			(in billions)	
All levels	**$75.7**	**$182.8**	**$263.4**	**$278.8**
Public	63.5	150.7	214.2	226.7
Private	12.2	32.2	49.2	52.1
Elementary and secondary expenditures	48.2	112.3	160.8	170.0
Public	45.5	104.1	147.6	156.0
Private[1]	2.7	8.2	13.2	14.0
Higher education expenditures	27.5	70.5	102.6	108.8
Public	18.0	46.6	66.6	70.7
Private	9.5	24.0	36.0	38.1

[1] Estimated.

NOTE: Because of rounding, details may not add to totals. Dollars have not been adjusted for inflation.

SOURCE: U.S. Education Department, Center for Statistics, unpublished projections and estimates (August 1986).

Trends in Student Enrollment, Fall 1970 to Fall 1986

Level of instruction and type of control	Fall 1970	Fall 1980	Fall 1985[1]	Fall 1986[2]
			(in thousands)	
All levels	**59,853**	**58,415**	**57,333**	**57,422**
Public	52,337	50,444	48,865	49,013
Private	7,516	7,971	8,468	8,409
Elementary and secondary schools[3]	51,272	46,318	45,086	45,258
Public	45,909	40,987	39,386	39,558
Private	5,363	5,331	5,700	5,700
Kindergarten through grade 8[4]	36,629	31,666	31,227	31,555
Public	32,577	27,674	26,927	27,215
Private	4,052	3,992	4,300	4,340
Grades 9 through 12	14,643	14,652	13,859	13,703
Public	13,332	13,313	12,459	12,343
Private	1,311	1,339	1,400	1,360
Higher education[5]	8,581	12,097	12,247	12,164
Public	6,428	9,457	9,479	9,455
Private	2,153	2,640	2,768	2,709

[1] Elementary and secondary school data are estimated. Higher education data are actual.

[2] Estimated.

[3] Includes enrollments in local public school systems and in most private schools (religiously affiliated and nonsectarian). Excludes subcollegiate departments of institutions of higher education, residential schools for exceptional children, and federal schools.

[4] Includes most kindergarten and some nursery school enrollment. Excludes preprimary enrollment in schools that do not offer first grade. This undercount of preprimary enrollment is particularly significant for private schools. According to data collected by the U.S. Bureau of the Census, public and private nursery school and kindergarten enrollment grew from 5.2 million in 1980 to 6.3 million in 1985.

[5] Includes full-time and part-time students enrolled in degree-credit and nondegree-credit programs in universities, other four-year colleges, and two-year colleges.

NOTE: Because of rounding, details may not add to totals.

SOURCE: U.S. Education Department, Center for Statistics, unpublished projections and estimates (August 1986).

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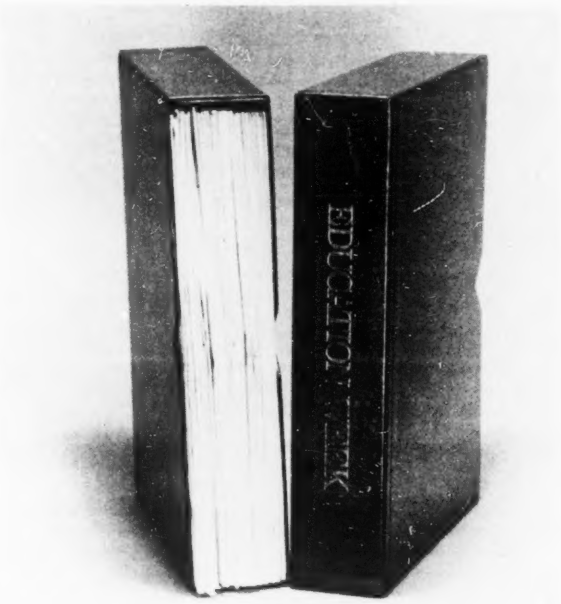

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Sex Education Said Key to Stemming Spread of AIDS

'This Silence Must End,' Surgeon General Argues

By Blake Rodman

In an unusually frank report to the nation on acquired immune deficiency syndrome, Surgeon General C. Everett Koop last week told parents and schools that they should stop sidestepping open discussions about sexuality, and begin teaching children about sex and the dangers of AIDS at "the lowest grade possible."

"Many people—especially our youth—are not receiving information that is vital to their future health and well-being because of our reticence in dealing with the subjects of sex, sexual practices, and homosexuality," Dr. Koop said.

"This silence must end," he said in a prepared statement. "We can no longer afford to sidestep frank open discussion about sexual practices—homosexual and heterosexual."

In his 36-page "Surgeon General's Report on Acquired Immune Deficiency Syndrome," Dr. Koop said schools and parents should begin teaching children about AIDS in the early elementary-school grades "so that children can grow up knowing the behavior to avoid to protect themselves from exposure to the AIDS virus."

He added: "The threat of AIDS should be sufficient to permit a sex-education curriculum with a heavy emphasis on prevention of AIDS and other sexually transmitted diseases."

In interviews last week, education leaders and child advocates, psychologists, and psychiatrists were generally supportive of

Continued on Page 18

Inadequate Education Is Identified as Barrier To Urban Minorities

By Lynn Olson

Lack of an adequate education will keep the growing population of poor minority residents in cities of the Northeast and Midwest from claiming the white-collar jobs that industrial revitalization is creating there, according to a new analysis of federal data.

This dilemma, in conjunction with the continued exodus of white residents, threatens to create in urban America a "dual city" of rich and poor, with no middle class, according to the study's author, John D. Kasarda, chairman of the sociology department at the University of North Carolina at Chapel Hill.

The mismatch between the skills required by new urban industries and the education of the cities' burgeoning minority populations has become more pronounced,

Continued on Page 17

ELECTION '86

Education Is Still High on Voters' Agendas

The Religious Right Is Making a Mark in Campaigns As It Gains in Numbers and Influence, Leaders Say

By William Snider

Next week's elections may signal a new chapter in the political history of the religious right, some analysts say, as a record number of conservative-Christian candidates focus their efforts on education issues and school-board posts as a way to win "a battle for the minds" of America's schoolchildren.

About twice as many conservative-Christian candidates are running for office at all levels of government this year than in the general elections of 1984, leaders of the evangelical political movement said last week. And, as in past elections, they said, conservative religious groups are mounting voter-registration drives and disseminating information on the voting records and public stands of candidates for federal and state offices.

They also said that a growing network of parent activists is enabling the religious right to be much more effective at the local level.

Typically, the focus of that local activity is the school board—"the absolutely highest office you can hold in America," said Robert L. Simonds, president of a three-year-old organization, Citizens for Excellence in Education, which has grown to encompass some 1,500 local affiliates and is characterized by some as perhaps the fastest-growing segment of conservative-Christian activism.

"Whoever controls public education and the mindset of the learning atmosphere will control public opinion and this nation," explained Mr. Simonds, who is

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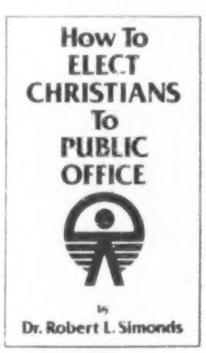
How To ELECT CHRISTIANS To PUBLIC OFFICE

by Dr. Robert L. Simonds

School Groups Opt for 'Self Insurance' Cure As the Crisis in Liability Coverage Continues

By Robert Rothman

With the help of a $10-million loan from the Metropolitan Life Insurance Company, the New York State School Boards Association has become the latest in a growing list of public entities to create a "self-insurance pool" to deal with the rising costs and unavailability of liability coverage.

The announcement this month of the formation of the New York State School Services Foundation, a not-for-profit corporation that will insure contributing districts in the event of a liability claim, came as educators and industry analysts were assessing the impact of recent state and national measures designed to ease the insurance crisis.

In interviews last week, many of them said that, despite some improvement in the situation for businesses, school districts and local governments continue to face obstacles.

Victor DeBonis, deputy counsel for New York's newly formed foundation, said that although districts' premiums continue to rise sharply, reducing rates is not the main

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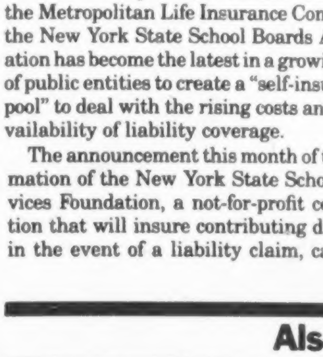
Also in the news

Task Force Finds Serious Counseling Gap



Students who need the most help receive the least, a new College Board report concludes.

5

Text Study Is Issue In 'Humanism' Trial

A federally financed study that counted references to religion in textbooks has been challenged in a controversial "secular humanism" trial in Mobile, Ala.

6

Congress, at Last, Ends Busy Session

The 99th Congress is being applauded for passing a number of important bills, several of which are expected to have a major impact on education.

15

36 Races for Governor To Be Decided; 7 States To Elect School Chiefs

By Tom Mirga

Although ensuring the quality of the nation's schools may have fallen slightly on the national agenda over the past two years, it remains high on the list of voters' concerns as they prepare to cast ballots in next week's elections.

"The good news is that the education issue is alive and well," says Michael Kirst, professor of education at Stanford University and a former member of the California State Board of Education. "It may not be as intense as it was before, but it still appears to be good politics."

"As long as people accord importance to the issue," he says, "they will accord it higher funding status."

Thirty-six governorships are to be decided next week, with 19 states certain to get new governors because the incumbents are not running for re-election. Among the outgoing state leaders are several who are nationally recognized as champions of school reform, including Lamar Alexander of Tennessee, Robert Graham of Florida, and Richard W. Riley of South Carolina.

Seven states are holding elections for state superintendents of education. A new school chief is certain in Arizona—where the incumbent, Carolyn Warner, has decided to run for governor—and in Florida—where the state's longtime superintendent, Ralph D. Turlington, has decided to step down.

Continued on Page 9

Tennessee Parents Win Textbook Suit

Forcing students to choose between reading textbooks that offend their religious beliefs or forfeiting their right to public education is unconstitutional, a federal district judge in Tennessee ruled late Friday morning.

U.S. District Judge Thomas G. Hull, ruling in the so-called "Scopes II" trial in Greeneville, said the Hawkins County School Board violated the First Amendment rights of seven fundamentalist families by using a 1983 Holt, Rinehart, & Winston reading series that the families said included anti-Christian themes.

The students may receive reading instruction at home while still attending public school, and the school board must pay damages to the families, Judge Hull ruled. At a Friday afternoon press conference, lawyers for the school board said they would appeal the Oct. 24 ruling. —K.G.

IN SUMMARY

Drug-Education Mandates
Although 27 states require school districts to offer K-12 alcohol- and drug-education programs, most of those states have no system for evaluating the programs, according to a new survey. **Story on Page 4.**

Targeting Teen-Age Pregnancy
Calling teen-age pregnancy the nation's "single most important social issue," the president of Planned Parenthood has announced a major advertising campaign aimed at reducing the problem. **Story on Page 4.**

Endorsing a Career Ladder
A task force in Michigan has urged the state board of education to create a career ladder for teachers and to establish a panel to set professional standards for teaching. **Story on Page 13.**

An 'Outmoded' System
Gov. Thomas H. Kean of New Jersey has attacked as "outmoded" the "non-system" by which school principals in the state are certified. **Story on Page 13.**

Questions on Implementation
Special-education experts are grappling with tough questions about how to implement a new, widely hailed federal law on serving handicapped infants and preschoolers. **Story on Page 14.**

Asbestos and the Court
The U.S. Supreme Court last week helped clear the way for the resolution of millions of dollars in claims by schools and school districts against asbestos manufacturers. **Story on Page 15.**

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THE WEEK

FEDERAL

11 E.D. Centers Plan To Join Research Group

A group representing 11 of the Education Department's 14 research and development centers is planning to affiliate with the American Educational Research Association.

Joining the A.E.R.A. has "significant symbolic value" because the association has historically been a strong supporter of individual researchers, said the group's chairman, Eva Baker, who is director of the center on student testing, evaluation, and standards at the University of California at Los Angeles.

She said that lobbying the department's office of educational research and improvement, from which the centers receive their funding, with a stronger voice was not the main reason for the creation of the 11-center organization earlier this month.

"We are not a group principally designed to deal with O.E.R.I.," she maintained. Rather, she said, "there's a need for the centers to communicate among themselves."

The three research centers that did not join the group either belong to an association other than the A.E.R.A., or their officials are too uncertain of the centers' continued funding to affiliate with it at this time, according to a spokesman for the centers.

William J. Russell, executive director of the A.E.R.A., noted that many of the centers' directors already belonged to the association as individual members. The recent move was a logical extension of that involvement, he said.

NATIONAL

N.E.H. Program To Urge Grant Applications

The National Endowment for the Humanities has established a program, "Access to Excellence," to encourage grant applications from, and to provide technical assistance to, students and teachers from urban, rural, and native American communities.

"We want to see more applications from these communities, and we want to help applicants put together proposals that can compete effectively with others in the endowment's grant programs," Lynne V. Cheney, chairman of the endowment, said in announcing the program's creation last week.

Ms. Cheney said a program coordinator will speak at meetings and conferences across the nation to spread the word on endowment programs available to students and teachers in the three targeted groups.

"The endowment is committed to supporting excellence in the humanities, and we hope to make sure that all American students have equal access" to such opportunities, she said.

More information about the new program may be obtained from Carl Dolan, Program Coordinator, National Endowment for the Humanities, 1100 Pennsylvania Avenue, N.W., Room 302, Washington, D.C. 20506.

Magazine To Seniors To Carry Military Ads

In January, the nation's 3.2 million high-school seniors will receive in the mail, free of charge, a one-time 48-page magazine with articles covering such topics as job prospects, college, and "the singles scene."

The students may notice that the magazine's advertisements share a common theme: They all promote recruitment for the U.S. armed services.

The magazine, financed by the Department of Defense's Joint Recruiting Advertising Program, is intended to provide students with "information about life after high school," according to David L. Stanley, an account supervisor and program manager for the Grey Advertising Company, which produces ads for the program.

The articles, which will focus on all aspects of post-high-school life, will only mention the military as a possible career option, Mr. Stanley said. "The ads will speak for themselves," he said.

The magazine, "Futures for the Class of '87," will cost the Defense Department less than $1 million, Mr. Stanley said.

The Grey Company bought mailing lists for the students' names from commercial list vendors, he said.

Scholastic Inc., the publisher of more than 30 magazines for students and teachers, will publish the magazine under contract with the Grey Company.

STATES

Outside Conduct Ruled Grounds for Dismissal

Tenured teachers in Kentucky who commit illegal and immoral acts after school can be dismissed even if the written record of their in-school performance is satisfactory, according to a recent unanimous ruling by the state's Supreme Court.

The ruling, which stemmed from two separate cases, addressed for the first time the issue of Kentucky teachers' conduct outside the classroom as grounds for dismissal.

Earlier state court decisions had established that tenured teachers could be fired only on the basis of a written evaluation of their classroom performance.

In one of the cases leading to the latest ruling, two tenured middle-school teachers in Hopkins County had pleaded guilty to smoking marijuana in their apartment with two 15-year-old students.

The other case, originating in Laurel County, involved a tenured teacher of homebound children who had claimed he was on sick leave—and who had filed an affidavit to that effect with the school—when in fact he had taken the day off to drive a coal truck to Ohio.

"The court has found that teachers occupy a unique position in students' lives," said John Scott McGaw, a lawyer for the Hopkins County School Board. "As such, they have a responsibility to lead good, reasonable, proper lives."

"If not, they would have little credibility with the students," he added.

James Slattery, general counsel of the Kentucky Education Association, which initially represented the teachers in both cases, said he did not think the ruling was a dangerous precedent.

"One set of plaintiffs pleaded guilty to criminal conduct," Mr. Slattery noted. "The other swore a false oath. If it had been a matter of lifestyle, we'd feel very differently."

Oklahoma Teachers Aid Colleagues Hit by Floods

The Oklahoma Education Association has expanded its professional services into the area of disaster relief to help provide colleagues in flooded counties with food, clothing, and money.

During a five-day period earlier this month, some 20 inches of rain fell, swelling rivers and flooding many areas throughout Oklahoma. Last week, President Reagan agreed to declare 13 of the state's counties disaster areas, thus qualifying them for federal aid.

"Some schools closed only temporarily, but bridges were washed out so that it was impossible to bus children," said Tony Beaverton, executive director of the O.E.A., an affiliate of the National Education Association.

Mr. Beaverton said response to the O.E.A.'s call for help at the association's convention earlier this month has generally been "pretty good."

A convention exhibitor, the New Home American Library Co., donated the 200 sets of library books it had on display to one of the stricken school districts in northeastern Oklahoma.

And, Mr. Beaverton said, local association affiliates are setting up a network to "sponsor" schools and districts in flooded areas.

Still, he said, "it will take a lot more."

WASHINGTON

Despite Paralysis, Missed Deadlines, 99th Congress Hailed As Productive

By James Crawford

The 99th Congress—despite its recent paralysis, missed deadlines, and failure to keep the federal government in operation—is being hailed as one of the more productive sessions of recent years.

Since Labor Day, it has produced final agreements on 1987 money bills; enacted major tax, drug, immigration, and environmental legislation; reauthorized the Higher Education and Education for the Handicapped Acts; and passed several other education-related measures.

Veto threats from the White House, Senate filibusters, and deadlocked conference committees aggravated the normal end-of-session chaos and postponed adjournment by two weeks—but also gave lawmakers time to conduct more business.

One source of delay was the incorporation, for the first time, of all 13 regular appropriations bills into a mammoth "continuing resolution," H J Res 738.

The $576-billion bill contained $19.24 billion for Education Department programs, $1.38 billion above 1986 spending levels and $2.97 billion more than the Reagan Administration asked for.

In a last-minute compromise between House and Senate negotiators, the amount allocated for drug-abuse education and prevention was reduced by 20 percent, to $200 million for the fiscal year that began Oct. 1. But as part of the Omnibus Anti-Drug Abuse Act, H R 5484, $250 million was authorized in both 1988 and 1989.

After weeks of contention, House and Senate negotiators resolved their differences over H R 5300, a budget "reconciliation" bill projected to cut $11.7 billion from the federal deficit for fiscal 1987—probably just enough to remain under the ceiling imposed by the Gramm-Rudman-Hollings law.

The final version of H R 5300 scrapped a provision, tentatively approved earlier, that would have made Medicare coverage mandatory for teachers and other employees of state and local governments.

As always, a majority of bills in the 99th Congress died in committee without action by either the House or Senate. A handful of education initiatives passed the House but not the Senate.

For the most part, however, lawmakers passed what they had to pass—sometimes even ahead of schedule. And the President has approved, or is expected to approve, those measures.

The following bills have already been signed into law:

• **Tax Overhaul**—At a White House signing ceremony last week, President Reagan hailed H R 3838, the sweeping revision of the tax code, as "less a reform than a revolution."

The new law—which will take full effect in 1988, after a gradual "transition" for many provisions in 1987—means lower tax rates for most individuals. In exchange, many long-enjoyed deductions will be curtailed, affecting education in three principal areas: state and local sales taxes, tax-exempt bonds, and pensions.

While education lobbyists succeeded in preserving the deductibility of other state and local taxes, many fear that their last-minute loss on sales taxes may undercut political support for an important source of education funding.

The law's bond provisions would restrict "arbitrage," the use of school-bond proceeds to finance short-term, high-interest investments elsewhere. Also, new limitations would be imposed on private uses of tax-exempt bond issues by municipalities—potentially affecting the construction of school cafeterias and day-care centers.

In the pension area, besides eliminating the $2,000 tax break for Individual Retirement Accounts for many employees (although IRA interest would remain tax-deferred), the most dramatic change is the elimination of the so-called "three-year rule," retroactive to July 1, 1986.

As a result, nearly 20 million public employees will lose a tax holiday on pension income—for up to three years after retirement—until their withdrawals equal their cumulative after-tax contributions. Tax planning for many new retirees is expected to be disrupted.

• **Special Education**—Legislation reauthorizing the Education for the Handicapped Act (S 2294, H R 5520)—a law that was set to expire next year—places a new emphasis on aiding handicapped children before they enter school.

The bill creates financial inducements for states to include 3- to 5-year-olds in special education by the 1990-91 school year and establishes "incentive grants" to promote programs serving handicapped infants. *(See related story on page 14.)*

Prospects for final agreement on the bill appeared unfavorable before Labor Day. Many educators were alarmed by the "big stick" approach of a Senate-passed version, which would have terminated federal assistance under P.L. 94-142 to states that failed to aid handicapped preschoolers within three years.

But a compromise was worked out in September between Senator Lowell Weicker, Republican of Connecticut, and Pat Williams, Democrat of Montana. This final version scaled down the penalty for states choosing not to aid 3- to 5-year-olds to a loss of eligibility for preschool-incentive grants and inability to count the preschoolers for purposes of their basic grants.

• **Higher Education**—After protracted negotiations, House-Senate conferees worked out their differences in late September on a five-year reauthorization of the higher-education act.

The bill, S 1965, tightens eligibility for student-aid programs—requiring all students to undergo a needs test to qualify and making it harder to claim financial independence from their parents.

Also, Pell Grants will be restricted to students from families earning less than $30,000 a year, and continued eligibility will depend on maintaining a C average.

States seeking teacher-training funds must now establish task forces to assess current and future needs for teaching personnel.

The measure incorporates limits on Guaranteed Student Loans, agreed on earlier in the Congressional budget resolution, that will cut $400 million over the next three years.

• **Asbestos Control**—Failing to move the Environmental Protection Agency with words, the Congress finally used legislation. H R 5073 requires the agency to tell schools what to do about the asbestos hazard.

Since 1979, school districts have only had to inspect buildings for asbestos and to make public the results. The E.P.A. mandated no abatement action, preferring to offer technical assistance, training, and modest grants, in the view that differences among buildings precluded general regulations.

The Asbestos Hazard Emergency Response Act will end what critics have called an inexcusable delay in protecting the 15 million schoolchildren and 1.4 million school employees that the E.P.A. has estimated are at risk from asbestos, a known cause of cancer and lung disease.

Also, the agency will be required to study the problem of liability insurance for contractors and school districts involved in asbestos-cleanup projects.

The bill establishes a contractor-accreditation program, as well as a federal trust fund that would lend money to schools for asbestos abatement.

• **Civil Rights Commission**—Targeted for elimination in the House version of the continuing resolution, the U.S. Civil Rights Commission narrowly survived in the final passage of H J Res 738.

The controversial agency has drawn the fire of civil-rights groups since a 1983 reorganization transformed it from a liberal advocate into a supporter of Reagan Administration policy. Also, earlier this year, the General Accounting Office lodged charges of mismanagement and personnel violations against commission officials.

Under a House-Senate compromise, the agency's 1987 budget was cut by more than a third, from $11.8-million to $7.5 million. Also, the measure imposes staff limits on political appointees and outside contractors.

• **Summer Programs**—Amendments to the Job Training and Partnership Act, S 2069, would require each "service delivery area" in summer youth-employment programs to assess participants' reading and mathematics skills and offer remedial education.

Also, states would have to use part of their 8 percent set-aside under J.T.P.A. to set up literacy, dropout-prevention, and "school-to-work transition" programs.

The following bills are expected to be signed by the President:

• **Drug Abuse**—Encumbered by attempts to add the death penalty, loopholes in evidentiary rules, and mandatory urinalysis—provisions opposed by civil libertarians—the drug bill was batted back and forth between the House and Senate until a final compromise version passed on Oct. 17.

Late negotiations between the two chambers resulted in a reduction of 1987 funds for drug-abuse education from $250 million to $200 million.

Also, a new formula was adopted for dividing the money: 81.8 percent for states (and school districts), apportioned on the basis of school-age population; 8 percent for higher-education programs; 4.5 percent for regional centers to train school personnel in drug-abuse prevention; 3.5 percent for Education Department efforts; 1 percent for Indian-youth programs; 1 percent for programs in U.S. Trust Territories; and 0.2 percent for programs aiding Hawaiian natives.

Of the state share, 70 percent—or about $115 million this year—will be distributed as grants to school districts; at least 15 percent must go to community-based programs for "at risk" youth; and the remainder will finance state-administered training, demonstration projects, technical assistance, and other anti-drug efforts.

• **Nutrition**—A long deadlock over reauthorization of the National School Lunch Act and the Child Nutrition Act was broken shortly before the Congress adjourned.

After months of stalemate because of cost objections by Senator Jesse Helms, Republican of North Carolina, the bill, H R 7, was approved as an amendment to the 1987 defense-authorization act.

The measure extends the following through 1989: Special Supplemental Food for Women, Infants, and Children; the Summer Food Service Program; the State Adminis-

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Budget for Fiscal 1987

PROGRAM	FY86	FY87
	(in millions)	
Chapter 1 Aid to the Disadvantaged	$3,529.6	$3,944.2
Impact Aid	682.7	717.5
Chapter 2 Block Grants	478.5	500.0
Secretary's Discretionary Fund	27.7	29.3
Science and Mathematics Education	43.1	80.0
Bilingual Education	136.5	143.1
Emergency Immigrant Education	28.7	30.0
Education for the Handicapped	1,349.5	1,741.9
Vocational Education	802.7	874.8
Adult Education	97.6	106.0
Student Financial Assistance	4,821.4	5,196.0
Guaranteed Student Loans	3,280.0	3,004.0
Higher Education Programs	435.7	479.1
Educational Research and Statistics	57.0	63.6
Libraries	122.0	132.5
Departmental Management	281.4	294.1
Total, Education Department	**17,859.3**	**19,235.6**

NOTE: Figures are rounded to the nearest tenth of a million. Fiscal 1986 totals reflect across-the-board cuts imposed March 1 under the Gramm-Rudman-Hollings deficit-reduction law. Fiscal 1987 totals were enacted Oct. 17 as part of H J Res 738.

SOURCE: House appropriations subcommittee on labor, health and human services, and education.

Court Declines Asbestos Case

WASHINGTON—The U.S. Supreme Court last week helped clear the way for the resolution of millions of dollars in claims by schools and school districts against asbestos manufacturers.

Without comment, the Justices announced their decision not to review *National Gypsum Company* v. *School District of Lancaster* (Case No. 86-339), a challenge by three asbestos companies to a federal appeals court's ruling last May in *In Re School Asbestos Litigation*, the nation's largest product-liability lawsuit stemming from the use of the cancer-causing substance in school-construction materials.

In September 1984, a federal district judge in Pennsylvania issued an order establishing a voluntary nationwide class for school districts seeking compensatory damages from the companies. The order also established a mandatory nationwide class for districts seeking punitive damages.

The appeals court upheld the creation of the compensatory-damages class, but changed the status of the punitive-damages class from mandatory to voluntary.

In the *National Gypsum Company* case, three manufacturers unsuccessfully argued that the appeals court should have upheld the mandatory class for punitive damages.

Earlier this month, the Court refused to consider arguments by a group of eight other asbestos manufacturers that it was improper for the federal district and appeals courts to certify any nationwide class actions for the resolution of asbestos-related product-liability claims.

—T.M.

Court Rulings Are Not Supreme Law, Meese Argues

By Tom Mirga

WASHINGTON—Decisions by the U.S. Supreme Court are not the supreme law of the land, but rather are binding only on the individual parties to cases decided by the Justices, Attorney General Edwin Meese 3rd argued in a speech last week.

In his address at Tulane University in New Orleans, copies of which were made available here, Mr. Meese stated that "we as citizens may respond to a decision we disagree with" through elected officials rather than "submit to government by judiciary."

The attorney general singled out for criticism the Court's 1958 ruling in *Cooper* v. *Aaron*, the case stemming from the forcible barring of nine black students from Central High School in Little Rock, Ark. President Eisenhower was forced to deploy units of the 101st Airborne Division in the city to quell rioting by whites after the desegregation attempt.

Nullification Theory

In the *Cooper* case, the Justices were asked to rule on the doctrine of nullification—the theory that states may pass laws at odds with the Court's rulings if they believe those rulings to be in conflict with the Constitution. The theory figured prominently in the "massive resistance" campaign by Arkansas and other Southern states against the Court's 1954 ruling in *Brown* v. *Board of Education* declaring school segregation unconstitutional.

Specifically, at issue was an amendment to the Arkansas Constitution requiring the state legislature and governor to "take appropriate action and pass laws opposing" the Court's decision in *Brown*.

In a unanimous ruling, the Court held that it had been clear since the 1803 case *Marbury* v. *Madison* that "the federal judiciary is supreme in the exposition of the law of the Constitution, and that principle has ever since been respected by this Court and the country as a permanent and indispensable feature of our constitutional system."

"No state legislator or executive or judicial officer can war against the Constitution without violating his undertaking to support it," the Court concluded.

'Astonishing' Implication

"Obviously, the decision was binding on the parties in the case," Mr. Meese said of the Court's ruling in *Cooper*. "But the implication that everyone would have to accept its judgments uncritically, that it was a decision from which there could be no appeal, was astonishing."

Such a view of judicial authority, he continued, "was, and is, at war with the Constitution, at war with the basic principles of democratic government, and at war with the very meaning of the rule of law."

Legislators, Mr. Meese said, could properly propose bills contrary to rulings by the Court because such decisions "do not necessarily determine future public policy."

The executive and legislative branches of government "no less than the judicial [have] a duty to interpret the Constitution in the performance of [their] official function[s]," he said.

Mr. Meese did not specifically mention areas in which legislators might attempt to defy Court rulings. The Reagan Administration, however, has been highly critical of the Court's rulings on several issues, including school prayer, affirmative action, and aid to church-affiliated schools.

Terry Eastland, Mr. Meese's spokesman, said the attorney general was not advocating that people defy rulings by the Court.

Rather, Mr. Eastland said, Mr. Meese's main point was that "one may respond in a responsible fashion to decisions that one disagrees with."

For example, he said, it would be proper for a state legislature to enact a law permitting school days to begin with a moment of silence for private prayer even though the Court overturned such a law in 1985. But he noted that "it might not be prudent for a state to pass a law that isn't on all fours with a ruling by the Court."

Value of Early-Childhood Education Assessed

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incomes of $10,000 or less were only half those reported for children from higher-income families in which at least one parent had a college degree.

How Much To Invest

With the exception of California, the report indicates, states have generally entered the early-childhood arena gingerly, by setting up a few pilot programs, followed by gradual expansion. Such states include Illinois, Louisiana, Maine, Massachussetts, Michigan, Oklahoma and West Virginia.

California, in contrast, has made a massive investment in child-development programs for youngsters from birth to age 14, the report says. In 1986, it spent $310 million from general-revenue funds on the programs, which are administered by the state education department's office of child development.

Only two states in addition to California spent more than $50 million on child development in 1986. New York allocated $155 million for child care from a federal social-services block grant, and Pennsylvania provided $66 million in child-development funds.

Focus on Quality

Mr. Schweinhart and Mr. Koshel emphasize that attention to program quality is essential. It is "poor public-investment policy" to create early-childhood programs that are not of high quality, they say.

In addition to taking into consideration a state's political and economic conditions when designing a large-scale early-childhood program, the authors note, policymakers have to assess whether the state has enough qualified early-childhood teachers.

"If not," they write, officials must calculate "how long it will take to train them, or attract them from elsewhere."

The researchers point to the National Day Care study done in the 1970's, which found that of all the teacher variables, the only one that predicted program quality and effectiveness was teachers' training in early-childhood education.

In addition to employing teachers who are early-childhood specialists, programs should have at least one staff member for every 10 preschoolers and a maximum of 20 children in a class, the authors write.

"It's probably better to provide high-quality programs for some children than to provide inferior programs to a larger number of children," the report states.

Who Will Provide?

One of the trickiest questions facing state officials, Mr. Schweinhart and Mr. Koshel say, is which agencies will receive money to provide early-childhood programs. The most likely recipients include schools, existing programs such as Head Start, and community agencies, they note.

Policymakers should not look for a single approach to their preschool efforts, the authors contend. Instead, they say, officials should take into account their constituency's varied needs when deciding where to invest.

The current patchwork of early-childhood programs, while leaving much to be desired, also meets the diverse needs of families with young children, the report suggests.

In weighing the merits of various settings, the authors note that school-based programs have the advantages of central location, public governance, professional standing, and an assumed interest by the staff in preparing pupils for kindergarten.

However, the authors add, school-based efforts also have disadvantages, such as generally high teacher-pupil ratios, a perceived insensitivity to nonwhite ethnic groups, and an affinity for academically structured programs of questionable benefit to young children.

Likewise, they say, Head Start programs have the advantage of experience with preschoolers and a record of accomplishment—indeed, several states have begun to supplement local Head Start programs with state funds—but their staffs are underpaid and need more early-childhood training.

Community agencies, both centers and homes, that are licensed for child care by the states are the third option, but their drawback, according to the researchers, is that they are less subject to public scrutiny and control.

State funding for programs by all these institutions, Mr. Schweinhart and Mr. Koshel concluded, would minimize "turf" battles and show recognition for the diversity of the clientele to be served.

Copies of the report may be obtained for $5 each, prepaid, from High/Scope Educational Research Foundation, 600 North River Street, Ypsilanti, Mich. 48198.

Wyoming Faces Fiscal Crisis

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ability measures and decide how to accomplish them.

Such proposals, however, would probably require the modification of existing collective-bargaining agreements and board requirements in participating districts, Mr. Robinson said. —W.M.

WYOMING

Superintendent Warns Of Projected Shortfall

Lynn Simons, Wyoming superintendent of public instruction, warned the state legislature's joint appropriation's committee earlier this month that unless remedies are found, the state's school-foundation program will suffer a revenue shortfall of $92-million in fiscal year 1988.

Ms. Simons told the committee that declining oil and mineral prices and a general drop in the assessed value of property in the state has created the fiscal crisis, according to Richard H. White, assistant superintendent for administrative services for the state department of education.

Finding revenue for the 1987-88 school year will be "the major issue" facing state lawmakers when they convene early next year, Mr. White said last week.

"I need to make a payment [to school districts] in August 1987 of $58 million," he said. "At this point I only estimate having $34 million. If [lawmakers] don't do something in February, I'm going to have to borrow money to start the school year."

Although Wyoming operates on a biennial budget, the legislature approves school-foundation-program expenditures annually, in a process separate from the determination of the general-fund budget.

In its 1986 session, the legislature voted to hold foundation-program expenditures for 1987 to $192 million, the same level as the previous year.

"Belt tightening will get the state through this year," Mr. White said. "But it won't solve the problem for 1988."

Projections indicate that it will take a foundation-program appropriation of $238 million in fiscal 1988 to meet the state's obligations to school districts.

Public education in Wyoming receives 34 percent of the federal mineral royalties paid to the state. This year, that amounted to $61 million. Projections indicate that the figure will slip to $44 million next year.

In addition, the assessed valuation of property in the state fell last year from about $8 billion to $7 billion. "That means less money for schools," Mr. White said.

He noted that in her presentation to appropriations-committee members, Ms. Simons suggested several ways the state could tackle the revenue problem.

Her suggestions included: reducing spending for education of the handicapped and having the state's general fund pick up more of the non-education expenses of serving handicapped children; diverting money to the foundation program from two school construction accounts; and earmarking more money from the state's severance tax for education. —B.R.

Congress Hailed As Productive

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trative Expense Program; the Commodity Distribution Program; and the Nutrition Education and Training Program.

The following bills passed the House, but not the Senate:

- **Effective Schools**—Conscious of budget constraints, the House voted June 17 to use an existing line item—Chapter 2 block grants—to finance a $50-million effort to promote the lessons of "effective schools" research.

The "effective schools and even start act," H R 4463, would have required states to spend up to half of their 20-percent Chapter 2 set-aside on training, evaluation, planning, demonstration projects, or dissemination activities related to effective schools.

Sponsored by Representatives Augustus F. Hawkins, Democrat of California, and William F. Goodling, Republican of Pennsylvania, the bill would also have redirected $3 million from existing programs to support adult literacy efforts in low-income communities.

The Senate Labor and Human Resources Committee never acted on the measure.

- **Dropouts, Suicides**—As approved by the House Aug. 7, the "dropout and re-entry act," H R 3042, would have authorized $50 million a year to help keep "at risk" youths in school. School districts would have been eligible for grants to finance up to 90 percent of such programs.

The legislation, sponsored by Representative Charles A. Hayes, Democrat of Illinois, also would have authorized a federal study of why students drop out.

Although placed on the Senate calendar, the bill never came to a vote as Senate leaders sought to avoid a protracted floor fight over a controversial, but unrelated, amendment. Given the chance, Senator Danforth Quayle, Republican of Indiana, had planned to to attach S 2256, a bill to expand the Education Department's discretion to finance "English-only" programs with bilingual-education funds.

Another House-passed measure, H R 4650, would have earmarked $1 million of the Secretary of Education's discretionary fund to support suicide-prevention efforts, with an emphasis on training for school personnel. But the bill died quietly in the Senate Labor and Human Resources Committee.

- **Gifted and Talented**—The House voted on July 31 to revive categorical grants to support gifted-and-talented programs, but again the Senate committee failed to act. According to the bill's sponsor, Mario Biaggi, Democrat of New York, many districts abandoned such efforts after the grants were consolidated into Chapter 2 block grants in 1981.

The measure, H R 3263, also would have created a research center for studying better methods of identifying and teaching gifted-and-talented children.